West Broadway: What Is Affordable?

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Executive Summary

This report is intended for the West Broadway Business and Area Coalition (WBC), with the goal of addressing commercial affordability along the West Broadway corridor. Considering the history of West Broadway and North Minneapolis more broadly, the project team is guided by the belief that development can be beneficial, though it is crucial that current Northside residents, who are predominantly people of color, are the ones who benefit from such development. Decision-making processes must be inclusive and responsive to the needs of West Broadway business owners, entrepreneurs, and North Minneapolis residents. Defining the term “local”, particularly regarding ownership of property and businesses along West Broadway, is central to this discussion. Oftentimes, outside resources targeting the Northside are viewed as relief aid for the poor or needy. However, the perspective of this report is that resources should be provided as an investment in the people and place, who are deserving of the opportunities that have been freely given to White Americans, though robbed from neighborhoods and people of color.

The motivation for this project comes from WBC, with the interest of better understanding who owns businesses and property along West Broadway Avenue as well as how commercial affordability is defined along the major North Minneapolis corridor. With the knowledge that many local and small businesses face challenges in securing affordable and suitable space along the corridor, this project aims to better understand such challenges and moves to make recommendations for WBC, in collaboration with other stakeholders, to assist North Minneapolis business owners and entrepreneurs overcome these challenges and build upon previous successes to support an active, affordable avenue for community commerce.

In our research, we found that the standard way of measuring commercial affordability is for the cost of rent and occupancy expenses to be at or below ten percent of the businesses gross sales (LaVecchia & Mitchell, 2016). While this information is helpful, it was only the beginning of achieving a greater understanding of the issues of commercial affordability, including a lack of suitable spaces and access to commercial space for local, Northside business owners.

This report begins by addressing the history of West Broadway, including the changing perceptions of the corridor over time, as well as a legacy of racist policies that have contributed to disparities in wealth and ownership, such as the disruption of the neighborhood through the development of Interstate 94.

Following these historical accounts, an Existing Conditions section describes physical aspects of the corridor including current land uses and zoning along with a property and business owner inventory. The information detailed in this section articulates our understanding of “local” ownership and grounds the material to come, which focuses on salient feedback and commentary from community interviews.

The report then covers key stakeholders and interviews, including the Community Planning and Economic Development Department at the City of Minneapolis and the Minneapolis Innovation Team. Main topic areas that came from community interviews involve the difficulty in accessing capital, a history of deferred maintenance along the West Broadway corridor, a lack of suitable commercial spaces, the difficulty of bureaucratic processes, and safety and crime concerns.

The Case Studies section provides WBC with relevant examples of programs and initiatives that have been implemented elsewhere. This section explores commercial affordability recommendations from the City of

Seattle, a report from the Institute for Local Self-Reliance focusing on broad recommendations throughout the country, a tenant improvement plan in the City of Oakland, various commercial affordability subsidy programs, and other recommendations based on implemented programs in communities around the country. These case studies lay the groundwork for our own recommendations, primarily directed at WBC, the City of Minneapolis, and Hennepin County, for supporting a local, equitable, and affordable commercial corridor:

- A commercial rent subsidy program;
- New and expanded funding programs including grants for tenant improvements and downpayment assistance;
- Cooperative ownership support;
- Establishment of a community development corporation;
- Establishment of a business mentorship program;
- Advocacy for directed support from local governments, including zoning changes and tax programs to incentivize affordability for local businesses;

In addition to the property and business inventories, the appendix of this report also contains a development guide for two properties along West Broadway in addition to sample proformas which model potential regulatory and financing requirements. These materials are intended to assist redevelopment of these underutilized properties and facilitate their rehabilitation into suitable commercial spaces for North Minneapolis businesses.

Our project team believes that WBC, in partnership with the City of Minneapolis, can be a leader in increasing access to commercial space for Northside entrepreneurs through decisive action and initiatives focused along the West Broadway corridor.

Study Area

For the purposes of this report, the study area is defined as all properties along West Broadway Avenue between 26th Avenue North and Interstate 94, which includes 186 individual parcels (see *Map 1* below). This area covers over 63 acres of land and nearly three miles of property frontage along West Broadway Avenue. Some properties with cross-street addresses were included in this definition as they have significant frontage along West Broadway.

looking west from fourth street

This Is West Broadway
(Minneapolis 1964)

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History of West Broadway

History of West Broadway

West Broadway

In 2008, the West Broadway community created the West Broadway Alive! plan. The plan aims to lay the foundation for revitalizing West Broadway. The City of Minneapolis released an updated comprehensive plan draft in March 2018, confirming and expanding upon many of the goals of the West Broadway Alive! plan. The West Broadway area is still experiencing disinvestment and working towards revitalization of its community and commercial strips. To better understand the circumstances that brought West Broadway to where it is today, we explored planning documents and reports focused on West Broadway going back to the 1960s.The Minneapolis Specials Collection at the Central Library of Hennepin County has documents from the 1960s of the City's study of the commercial area and revitalization plans. These documents trace a history of similar challenges and opportunities for small businesses on West Broadway, and include recommendations which remain relevant to the present state of the corridor.

According to the Near-North Community Analysis and Action Recommendations the start of the West Broadway commercial development began in the 1890s and in the 1930s transformed into an auto-oriented strip (Community Improvement Program, 1965). The areas surrounding Minneapolis experienced the immigration of Germans, French, Finnish, and Scandinavians into the areas in the 1890s. The Jewish community, at one point considered the lesser of the ethnic groups, moved into more restricted and older homes in the Central, Grant, and Glenwood communities. When upward mobility of the Jewish community increased in the 1930s, a similar trend was seen with the Black/African American community moving into Minneapolis. By the 1950s, the area experienced major changes as younger middle-class families were transitioning into the suburbs whereas the West Broadway community was retaining low or middle-income families (Kerr, 1977). These changes were reflective of national trends toward suburbanization, incentivized in part by a range of federal policies including homeownership subsidization through the Home Owners' Loan Corporation and the construction of the Interstate Highway System (to be further described later in this report), many of which were implicitly or explicitly racist by design. In the West Broadway Commercial Area Study, the researchers identified a concern related to race tensions and the increase of vandalism in the neighborhood (BRW Inc., 1975). Interestingly, the percentage of concern by both residents and businesses of racial tension were reportedly low, but the document references a stronger implication as experienced through interviews and interactions with the community. The expected and actual differences between what is heard and thought to be reflected in the survey result, indicates the difficult conversation in regard to race. With a growing minority population, a transient community with low income families remained, and middle to upper income families moving out, there emerged a population concern for the businesses.

Recurring Planning Themes

For many years, the West Broadway area was already branded in a certain way. Hartman, Keating, LeGates, and Turner (1982) state that classifying a neighborhood can do it as much harm as it is intended to help or build identity. For example, those that have been deemed as deteriorating or associated with high crime and long periods of disinvestment may find it harder to rally the needed support. As an area experiencing a lack of investment to address the challenges identified, this creates a cycle of disinvestment for the area and residents. According to Hartman, Keating, LeGates, and Turner, (1982) disinvestment is another way of displacing urban areas because of the continuous lack of resources and capital. According to Kerr, (1977) the physical attribute of the West Broadway area was seen as the leading cause for concern, with the lack of a cohesive identity, vacant buildings, and deteriorating building conditions leading to a decline in the reputation of the area and a lessening sense of security for the businesses and individuals, therefore decreasing the use of the commercial areas.

In determining the history of development on West Broadway, we found four development documents that examined the corridor or the communities of North Minneapolis. The first of the documents is from 1964: This is West Broadway, using a community and business-oriented framework for analysis, it identified facts of the corridor, presents the analysis in nodes of the avenue, and presents plans and recommendation for the future of West Broadway as a commercial district. The second is the Near-North Community Analysis and Action Recommendations from 1965. This document examines more than West Broadway and its corridor, also offering a greater perspective to understand the Near-North Minneapolis history. The third document is West Broadway Commercial Area Study from 1977. This one in particular provided insight into the concerns of residents and businesses. It indicates the importance of West Broadway as it aligns with the needs of the community and that of the City of Minneapolis. The Commercial Area Study identified "issues" from a community survey administered to residents and businesses. Included with the six categories of concern, the committee provided recommendations to rectify the matter. The final document reviewed is the West Broadway Alive! from 2008. This one is the most recent plan for the community that aims to revitalize the corridor. Between the 1960s and the present, the area is still experiencing similar challenges. Many of the recommendations for redress are similar and relevant to the present state of West Broadway. To demonstrate so, two examples will be explored: the image of the corridor and the commercial structure.

This is West Broadway had an action alternative to facelift the corridor by creating better signage, creating a more unified identity, and doing small housekeeping items like sweeping sidewalks or wiping the windows (Minneapolis, 1964). In the West Broadway Commercial Area Study, the image of West Broadway was considered the most frequently mentioned issue by both residents and businesses (BRW Inc., 1975). Concerns identified as an image issue were of deteriorating and vacant buildings and land lots, unkempt street and sidewalks, the lack of visual features, and the span of the commercial strip. The committee recommendations include upgrading the existing structures and removal of declining buildings, promotion to attract new businesses, and address the span of the commercial strip by integrating the area. The West Broadway Alive! plan of 2008 also had recommendations for infrastructure, design improvements, and streetscaping. The recommendations for improvement has been consistent, but it is also important to consider that many have taken the opportunity to expand their streetscaping or façade opportunity.

A recommendation from the This is West Broadway plan suggested the addition of shopping centers as a way to consolidate the individual buildings and build community. It seems as though it was also suggested as a push to align with the current expansion of the suburban areas and the larger shopping centers found in the surrounding cities of Robbinsdale, Crystal, and Brooklyn Center (Minneapolis, 1964). The Commercial structure as identified by the document deals with features that influence the businesses in the area. Specific concerns identified in the survey were of the span of the business district, street parking, perception of low quality goods, undesirability and deterioration of buildings, limited traffic ways, lack of identity, commercial and residential land uses, and marketing techniques. Suggestions from the committee consisted of developing new or improving the existing structures, considering the convenience of a one-stop parking space for the Broadway strip or multi-use off the street lots, and the unique branding of West Broadway (BRW Inc., 1975). Whereas the West Broadway Alive! (2008) plan included a frame to consider development, especially in terms of opportunities, density, and land use.

Additional Factors Impacting the Corridor

Interstate 94

According to the This is West Broadway document, Interstate 94 passed between Washington Ave and Third Street North on West Broadway. Planners at the time cited the importance of Interstate 94 as a boundary between the different land uses, with more industrial use near Washington Avenue, and residential/commercial land use on the other side of Third Street North (Minneapolis, 1964). According to the Near-North Community Analysis and Action Recommendation, the input of Interstate 94 in the Near-North Community was projected to displace about 26 commercial and five industrial structures (Community Improvement Program, 1965).

The construction of highways is one of many forms of displacement (Hartman, Keating, LeGates, and Turner, 1982). In the area around Minneapolis, the placement of Interstate 94 was located through "working men's homes" or that of lower income neighborhoods and through black communities (Rupar, 2014). The interstate was added with minimal interaction and consideration of the communities. As the documentary stated, once the Federal Aid Highway Act of 1956 passed, the construction of large highways was slated to happen, but states and city were not "obligated" to consult with communities (Interstate 94: A history and its Impact, 2017).

Interstate 94 through West Broadway Avenue connected Minneapolis to other suburbs including Brooklyn Center. The addition of Interstate 94 changed the access to West Broadway Avenue and the surrounding neighborhoods. Not only was it more accessible for people to get to the corridor, like how the development plans expected the addition of an interstate to accomplish, but it also allowed for residents of the Northside to travel elsewhere.

Development of Malls

The development of enclosed malls in the 1950s became the new trend for suburb shopping districts. According to Feinberg and Meoli (1991) the development of mall follows the migration of population into the suburbs and the increase use of automobiles. The Consumer Reports (1986) referred to shopping malls as "air-conditioned, sanitized, standardized...have become the new Main Streets of America" (as cited in Feinberg et al., 1991). These developments challenged and became a source of competition for commercial corridors such as West Broadway. In This is West Broadway, planning for the corridors future, one suggestion was to construct a community shopping center, which would be the first for the city, an opportunity to provide new and different shops for customers, and with the possibility to develop better parking options. The mall as we know did not come to pass (Minneapolis, 1964). The opening of Brookdale Mall in 1962 was the closest mall to the Northside.

Through the years (1960s to 2000s) the community has identified similar concerns, and it may be because the state of West Broadway has changed and yet returned to similar states, but it still poses a good question as the community moves forward: what can we do differently?

West Broadway Today: Existing Conditions

To address issues of commercial affordability along an urban corridor such as West Broadway, recommendations must account for the present conditions of the study area at the culmination of its history. This section describes the current makeup of properties and businesses along West Broadway Avenue, as well as other relevant characteristics including land use and zoning.

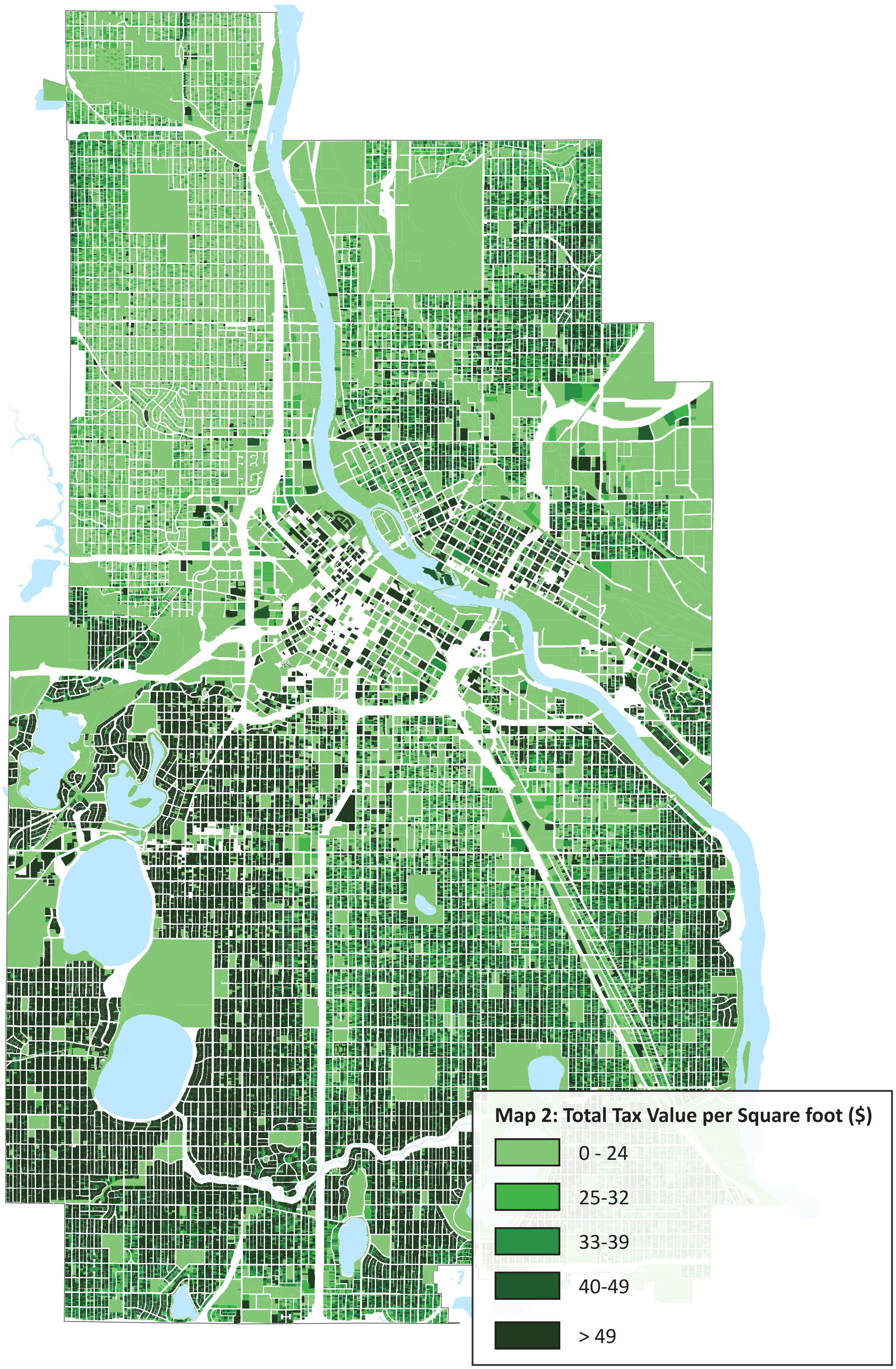
Property Inventory

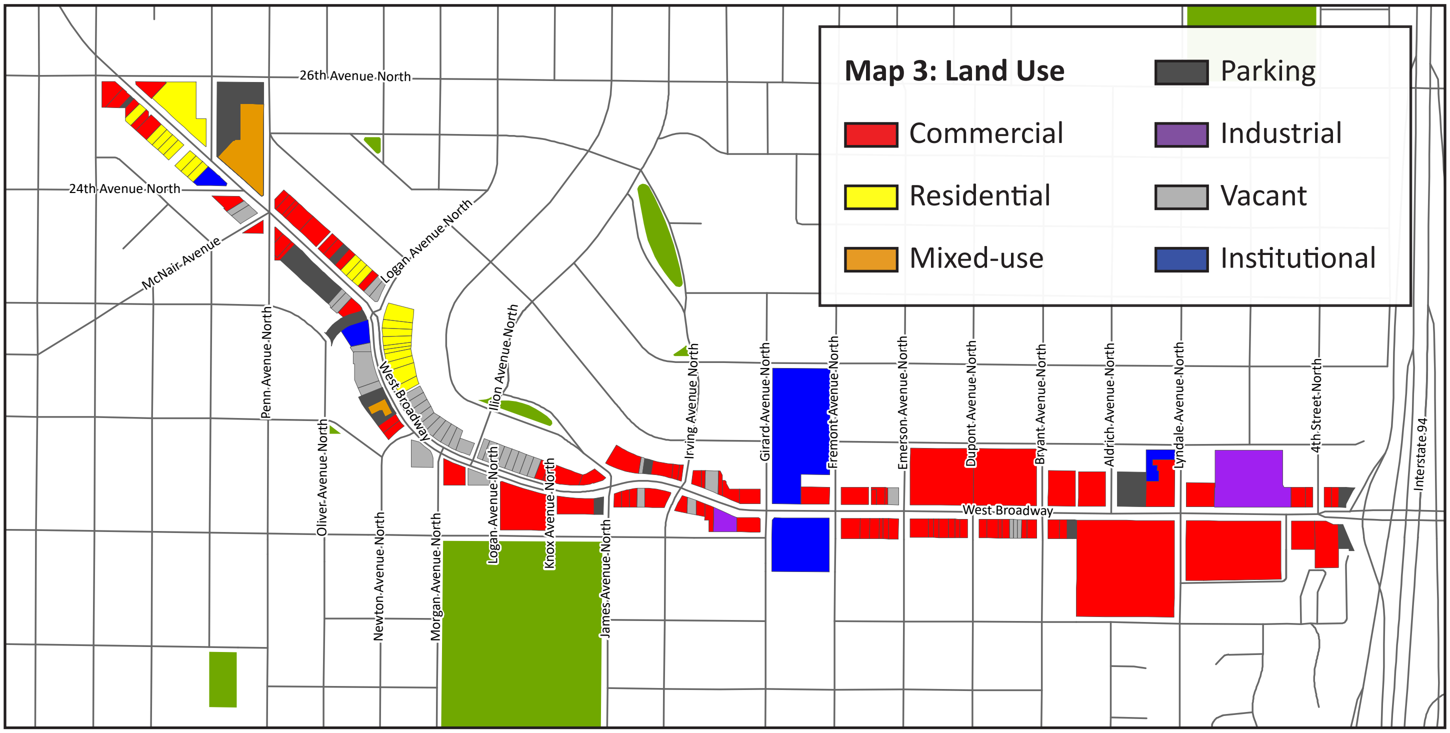
According to Hennepin County property records, the study area contains 185 individual parcels with a total tax value over $72 million in 2017 (Hennepin County Property Data, February 2018). Property values along West Broadway Avenue and within the greater North Minneapolis neighborhood are typically lower than many other parts of the city. For example, the median tax value for all properties in Minneapolis is $35 per square foot; for properties within the study area, the median tax value is just $14 per square foot (see *Map 2*). This is especially significant in the context of historic disinvestment in neighborhoods of color like North Minneapolis as previously described, though a precise and comprehensive analysis of forces that have contributed to this disparity among Minneapolis neighborhoods is beyond the scope of this report.

Land Uses

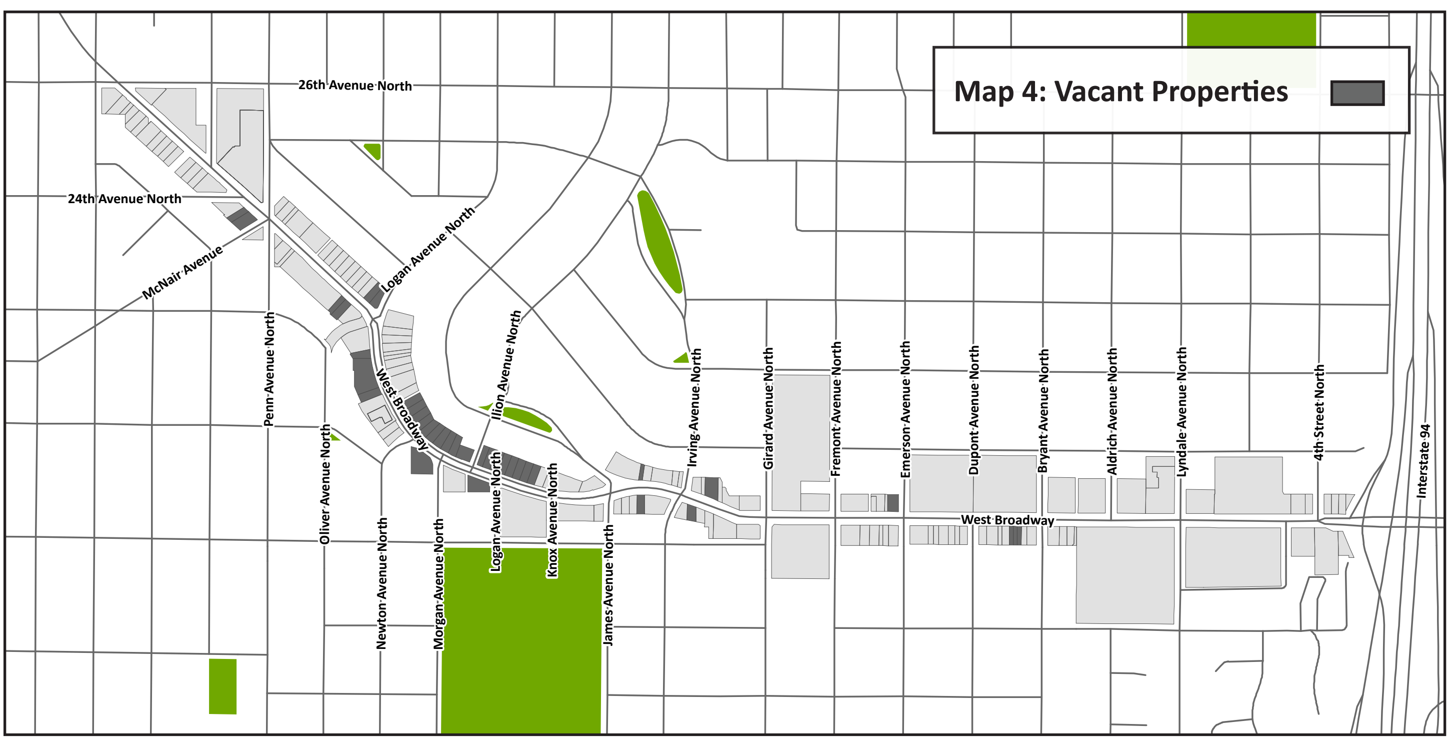
Much of the study area - 46% of parcels and approximately 55% of land area and street frontage - is currently occupied by commercial uses; this is intuitive considering West Broadway's history as the central commercial corridor of North Minneapolis. A number of residential uses are present as well, primarily located near the west end of the study area and within mixed-use buildings along "the Curve" between North James Avenue and Logan Avenue North. Only two industrial parcels remain within the study area, occupying a relatively large proportion of land considering the nature of the use. See *Table 1* and *Map 3* for breakdowns of current land uses within the study area, collected by the project team through corridor walk-through.

Table 1: Land Use	# of Parcels	% of Parcels	# of Land Area (sq. ft.)	% of Land Area	# of Street Frontage (feet)	% of Street Frontage
Commercial	85	45.95	1,505,944	54.51	8,040	55.86
Residential	23	12.43	201,454	7.29	1,520	10.56
Mixed-use	19	10.27	88,473	3.20	341	2.37
Industrial	2	1.08	149,345	5.41	586	4.07
Institutional	5	2.70	380,607	13.78	774	5.38
Parking	14	7.57	215,779	7.81	1,085	7.54
Vacant	37	20.00	221,241	8.01	2,046	14.22
Total	**185**		**2,762,843**		**14,392**	


Map 2: Total Tax Value per Square foot ($)
0 - 24
25-32
33-39
40-49
> 49

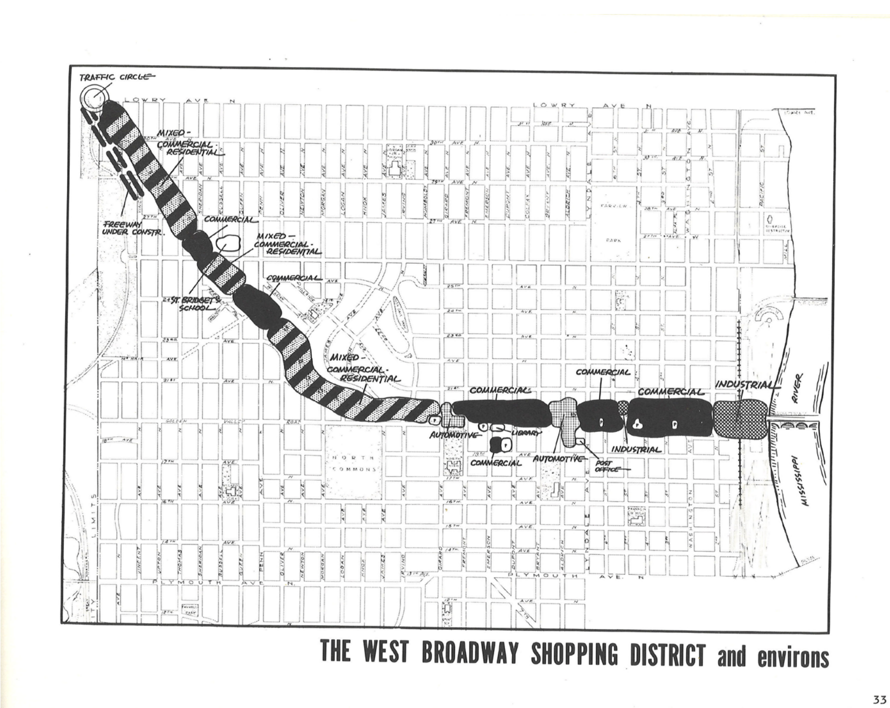


Despite the magnitude and variety of activity along West Broadway, a large portion of land within the study area is presently vacant or underutilized for surface parking (*Map 4*). This is most significant on the western half of the study area between Knox Avenue North and Penn Avenue North, where multiple stretches of street frontage are vacant for hundreds of feet. Many of these properties once hosted structures that have since been removed following years of deferred maintenance or critical damage from the 2011 tornado.



Tornado damage along West Broadway Avenue, May 2011 (MPR News).

Though the design and occupancy of specific commercial spaces along West Broadway underwent significant changes over the past several decades, much of the general land use has remained constant over this period. The alternating pattern of commercial and mixed-use segments depicted in the 1964 This Is West Broadway plan is largely intact today; significant changes include the closure of the North High School building between Fremont and Girard Avenues, the removal of two automotive nodes near Girard and Aldrich Avenues, and the construction of Interstate 94 intended to separate industrial uses near the river from commercial activity to the west which displaced four square blocks of commercial uses between North Washington Avenue and North 4th Street in the process, not to mention hundreds acres of displacement disproportionately concentrated in low-income neighborhoods of color across the Twin Cities (Minneapolis 1964).



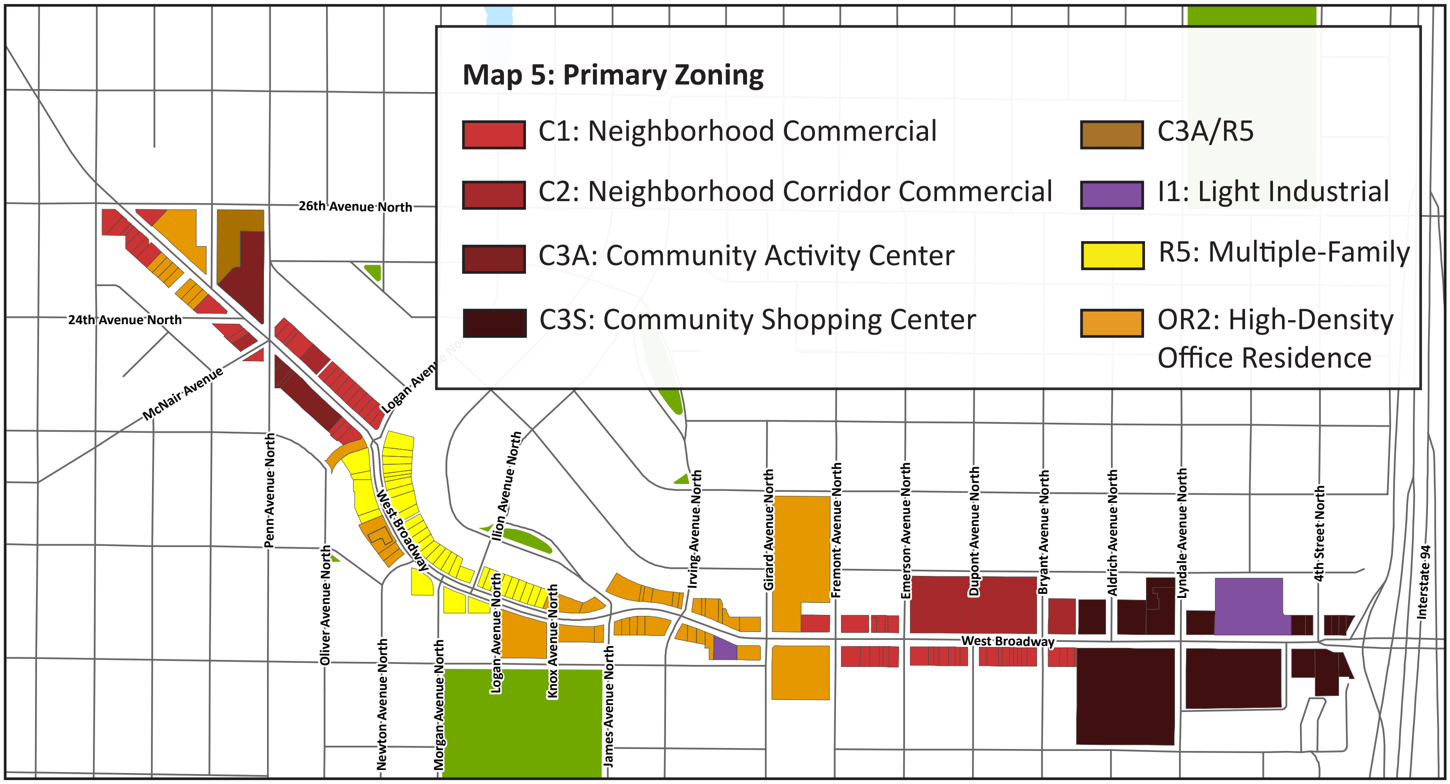
Generalized land uses as designated in *This Is West Broadway* (Minneapolis 1964).

Zoning

In response to the recommendations of West Broadway Alive!, the Minneapolis City Council adopted the findings of the West Broadway Rezoning Study in 2009 (Minneapolis 2009). Many of the properties along West Broadway were rezoned under recommendation from this plan; as opportunities for new development are identified and pursued, current zoning designations will play a significant role in shaping the specific outcomes of the development.

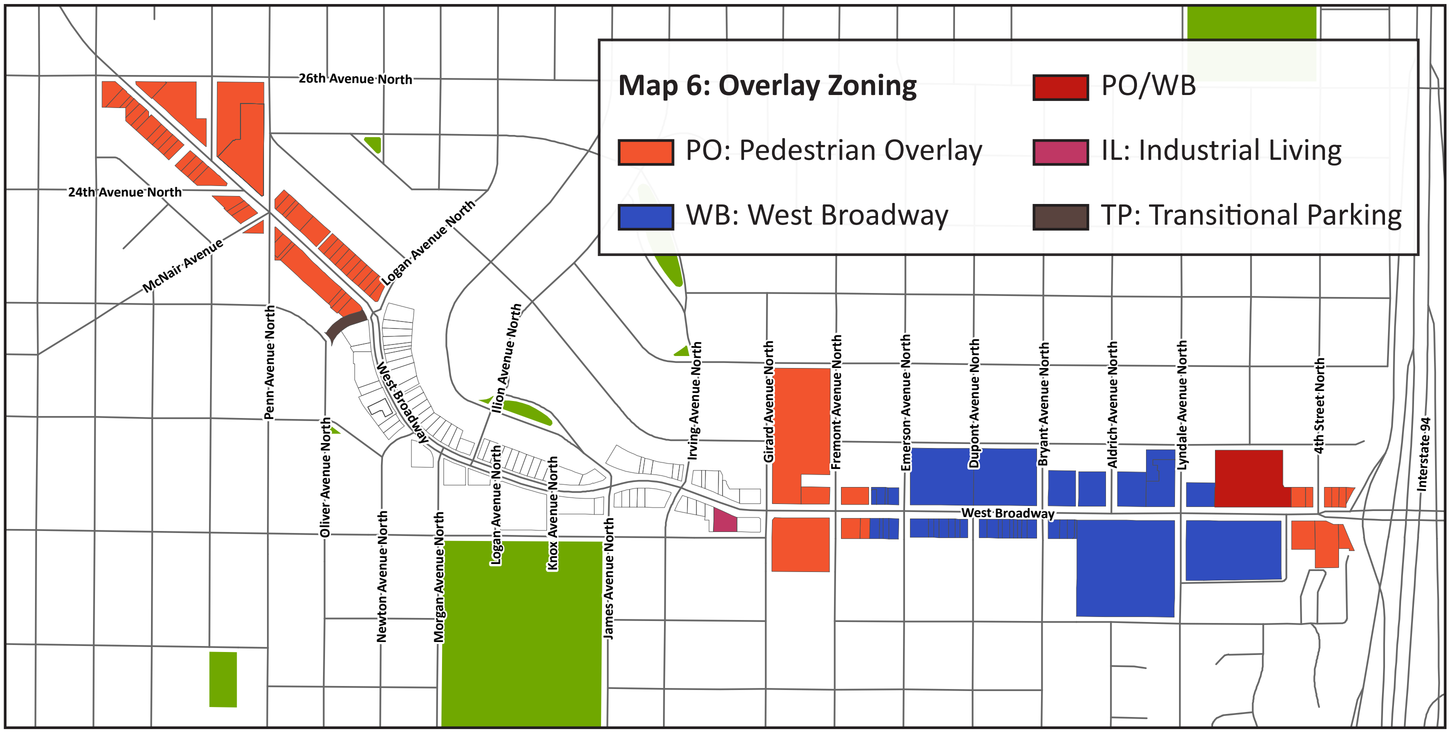
Today, the study area largely consists of a mix of commercial and residential zoning districts permitting a variety of retail and service uses (see *Table 2* and *Map 5*) (Minneapolis Zoning Code Chapters 546, 547, 548, 550). These districts also list a number of design requirements related to the size and shape of the property or its structure.

Table 2: Primary Zoning	# of Parcels	% of Parcels	# of Land Area (sq. ft.)	% of Land Area	# of Street Frontage (feet)	% of Street Frontage
C1	61	32.97	359,990	13.03	3,139	21.81
C2	4	2.16	294,439	10.66	1,086	7.55
C3A	14	7.57	138,346	5.01	865	6.01
C3S	16	8.65	738,819	26.74	2,302	0.04
OR2	51	27.57	744,238	26.94	4,094	15.99
R5	36	19.46	271,058	9.81	2,314	4.07
I1	2	1.08	149,345	5.41	586	28.45
C3A/R5	1	0.54	66,608	2.41	6	16.08
Total	**185**		**2,762,843**		**14,392**	



In addition, a number of properties have been assigned overlay zoning districts that designate regulations in addition to those designated by the primary zoning district (*Table 3* and *Map 6*). Over half of properties within the study area have been designated either PO Pedestrian Oriented or WB West Broadway overlay zoning districts.

Table 3: Overlay Zoning	# of Parcels	% of Parcels	# of Land Area (sq. ft.)	% of Land Area	# of Street Frontage (feet)	% of Street Frontage
WB	37	20.00	1,037,113	37.54	3,779	26.26
PO	70	37.84	996,466	45.33	4,895	34.01
TP	1	0.54	15,235	0.69	70	0.49
IL	1	0.54	15,132	0.69	146	1.01
WB/IL	1	0.54	134,213	6.11	440	3.06
Total	**185**		**2,762,843**		**14,392**	



The West Broadway overlay zoning district, applied to most properties within the study area between Fremont Avenue North and 5th Street North, prescribes a number of regulations in addition to those of the applicable primary zoning districts (Minneapolis Zoning Code Chapter 551, Article XVI). Generally, these regulations require denser development that conforms with the character of historic commercial corridors like West Broadway. The Pedestrian Oriented overlay zoning district is also frequent within the study area and designates additional rules for accessory parking facilities in addition to many of the same regulations as the West Broadway overlay zoning district (Minneapolis Zoning Code Chapter 551, Article II).

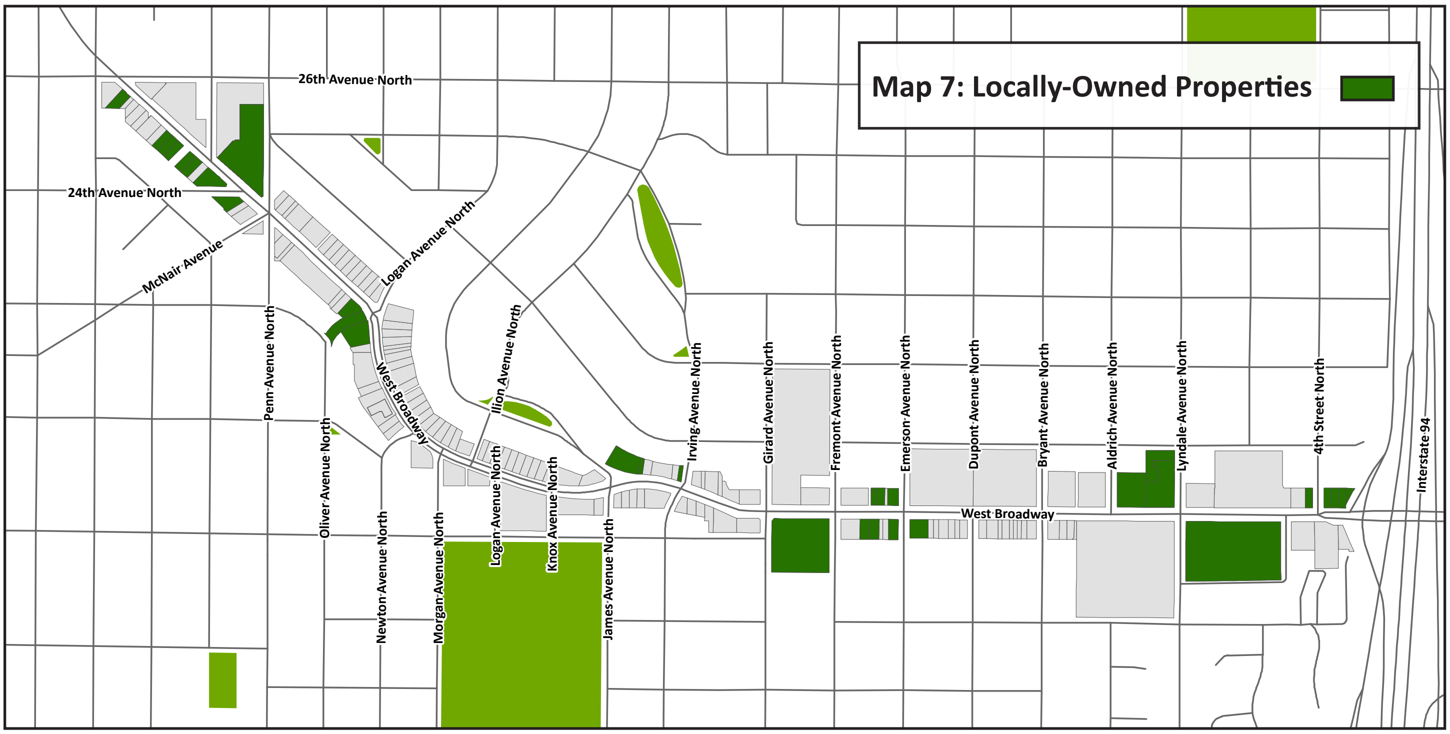
Property Ownership

In assessing the study area's existing conditions, it is essential to consider the makeup of users along West Broadway including those who own property or business. Hennepin County maintains publicly-available property ownership records including property owner names and taxpayer addresses; while these data describe one means of local connection to the neighborhood, they fail to demonstrate a more comprehensive alignment with the goal of a thriving West Broadway Avenue populated by residents and entrepreneurs that reflect the social, cultural, and economic needs of North Minneapolis. This is especially important in the contexts of historic disinvestment and the potential for gentrification, where primary interest is whether ownership is representative of those who currently live, work, and shop along West Broadway and is committed to equitable redevelopment of the neighborhood.

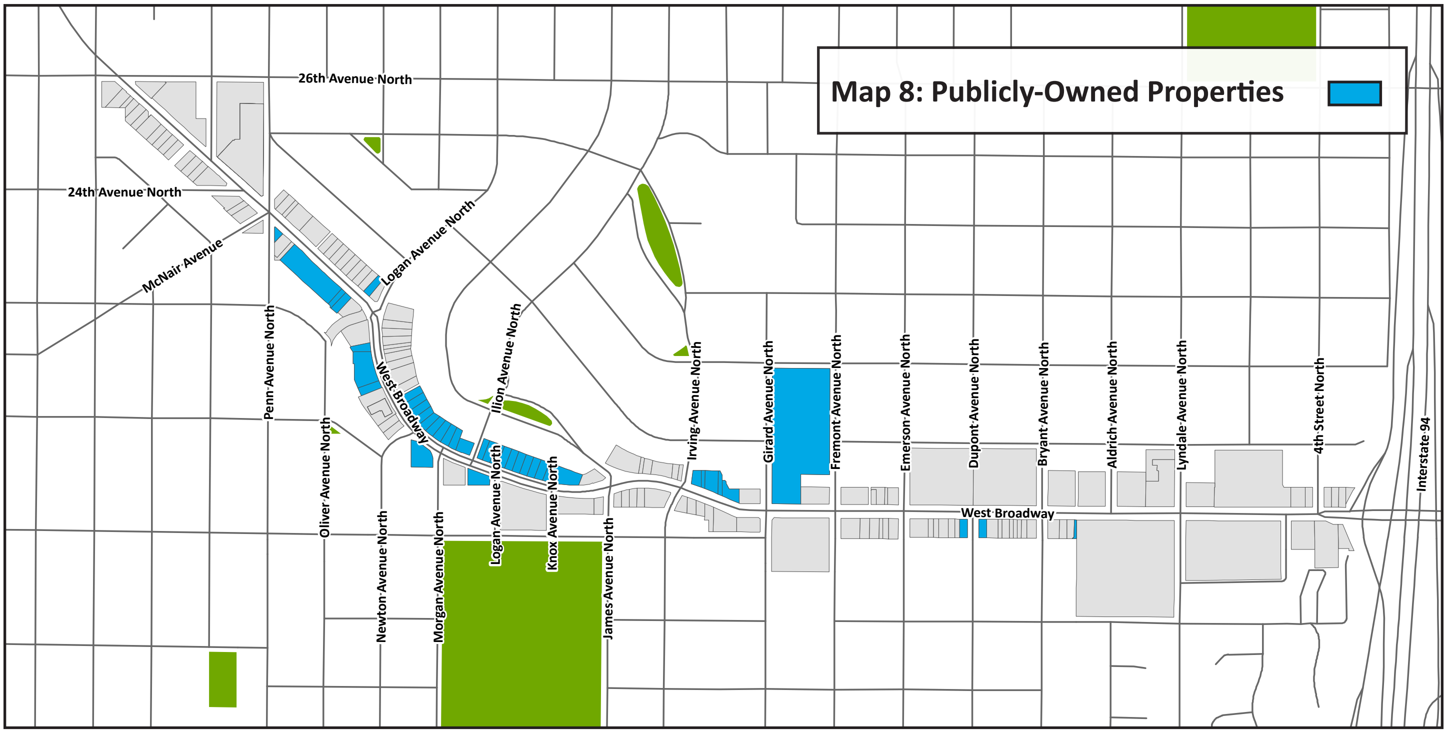
This determination is also complicated by the nature of public property records. In many cases, the listed property owner or taxpayer is a limited-liability company organized for the sole purpose of holding the property with no transparent connection to an external individual or organization which, for the purposes of this report, is insufficient for determination of true "local" ownership.

In light of these factors, the project team considers "local ownership" of properties and businesses within the study area to include **individuals and organizations who have a tangible connection to North Minneapolis** (for example, consistent employment of North Minneapolis residents) or **an active, demonstrated commitment to the neighborhood's values of equitable development** (for example, contribution to neighborhood development activities beyond the scope of standard business or practice such as active fundraising to redevelop vacant properties).

The project team applied this framework to properties within the study area using insight from interviews (to be further described later in this report) as well as publicly-available information online. With this consideration, we found that just 22% of the study area's 185 properties currently have local owners (*Map 7*). These properties are are fairly evenly spread along West Broadway Avenue, though significant concentrations are present near Emerson Avenue North and 24th Avenue North.



Nearly 21% of the study area is owned by various public entities including the City of Minneapolis, Hennepin County, and the Metropolitan Council (*Map 8*). Some of these parcels may be reserved for particular uses (for example, utility easements for the Department of Public Works or the Minneapolis Public Schools office). Many others, however, are vacant or underutilized properties acquired by various means including foreclosure or outright purchase; much of the land between James Avenue North and Penn Avenue North is publicly-owned, and much of this land currently sits vacant. The City has demonstrated the willingness to facilitate redevelopment of City-owned properties, a topic which will be expanded upon later in this report.



Business Inventory

Business data were also collected by the project team across a number of corridor walkthroughs; these data were then cross-referenced against available data from ReferenceUSA databases as well as a previous retail inventory conducted by City of Minneapolis staff. Though structures with two or more floors may have housed separate uses or businesses on the upper floors, these could not be verified by the project team.

At the time of this report, 125 individual businesses were identified within the study area. By contrast, the 1964 This Is West Broadway plan lists 271 businesses between Second Street and Girard Avenue (Minneapolis 1964).

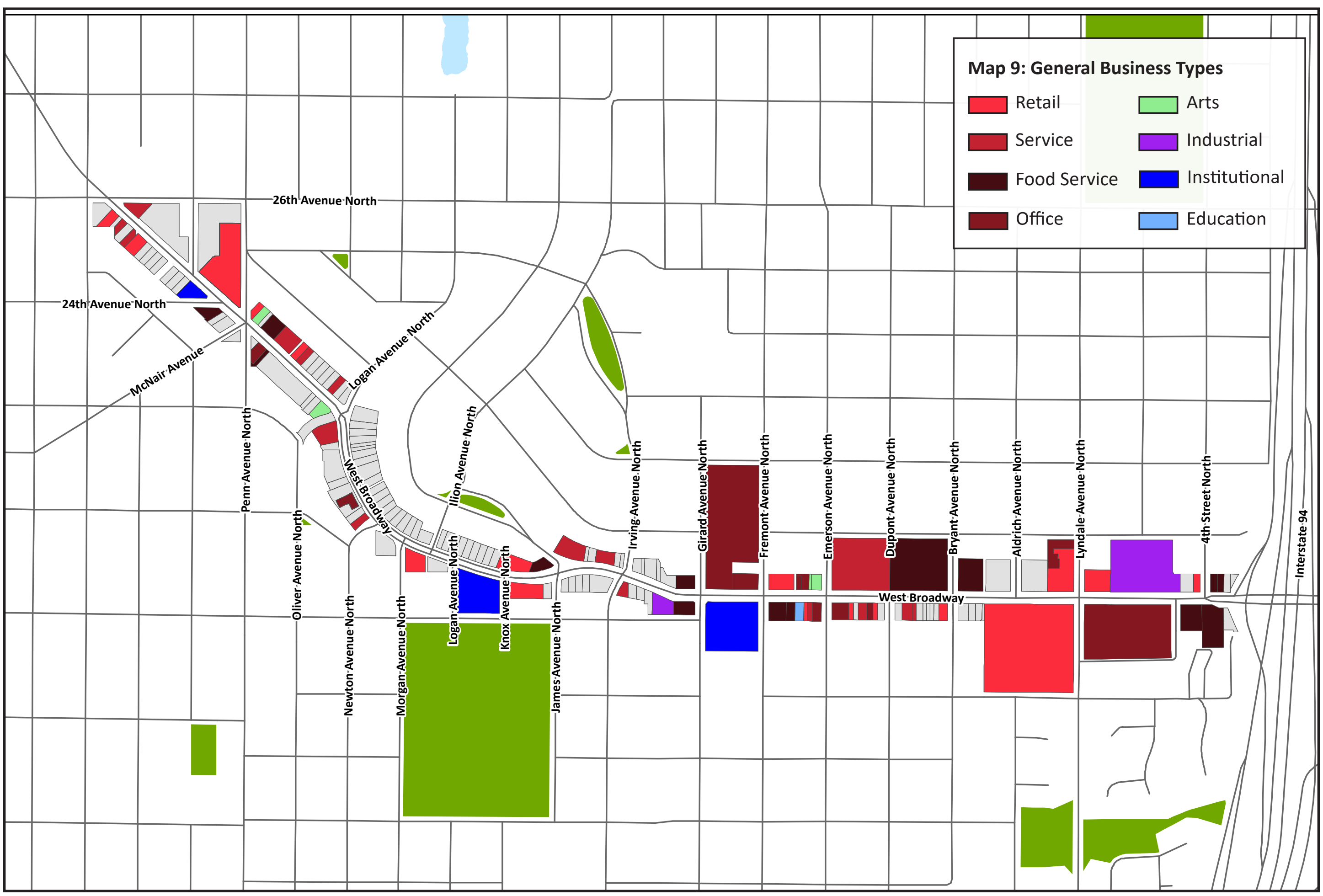
Business Types

West Broadway's 125 businesses consist of a variety of business types; most common are service-based businesses, retail stores, food service establishments, and office spaces (*Map 9*). Other business types include arts-based, institutional (for example, faith-based organizations), industrial, and educational. Specific counts are listed in *Table 4* (note: totals exceed 100% as some businesses are classified under multiple business types).

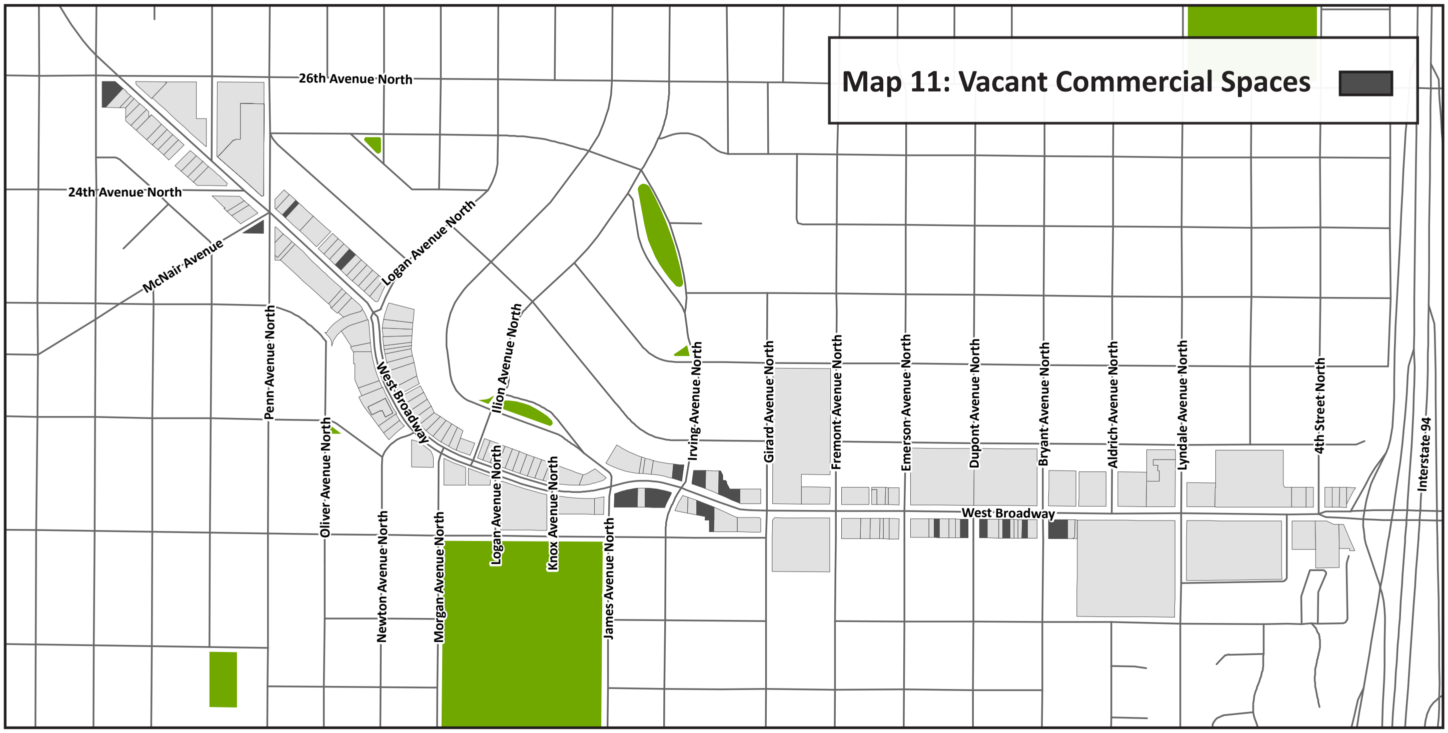
Business types can also be classified more specifically. For example, fast food restaurants and full-service restaurants both fall under the Food Service classification above but have very different implications considering history, development requirements, and consumer preferences. *Table 5* lists the most common specific business types within the study area. Beauty-oriented businesses are by far the most common unique business type along West Broadway, making up almost 15% of businesses including hair and nail salons, barber shops, and retail stores specializing in beauty products. Note that auto-oriented businesses include both service and retail types; alternatively, financial business types include banks, insurance agencies, and tax preparation services but do not include establishments that provide check cashing or payday loan services.

Table 4: General Business Types	# of Businesses	% of Businesses
Service	45	36.0
Retail	38	30.4
Food Service	24	19.2
Office	19	15.2
Arts	5	4.0
Institutional	3	2.4
Industrial	2	1.6
Education	2	1.6

Table 5: Specific Business Types	# of Businesses	% of Businesses
Beauty	19	15.2
Fast Food	10	8.0
Community Development	9	7.2
Auto Service or Parts	8	6.4
Health	8	6.4
Clothing	8	6.4
Mobile Phone	7	5.6



Many properties within along West Broadway are occupied by existing structures intended to house commercial activity but which now sit vacant; thirty-seven vacant commercial spaces have been identified representing 22% of all commercial spaces within the study area (*Map 11*). Historically, this figure has been much lower; This Is West Broadway lists vacancy rates as low as 3% along particular stretches of West Broadway (Minneapolis 1964).

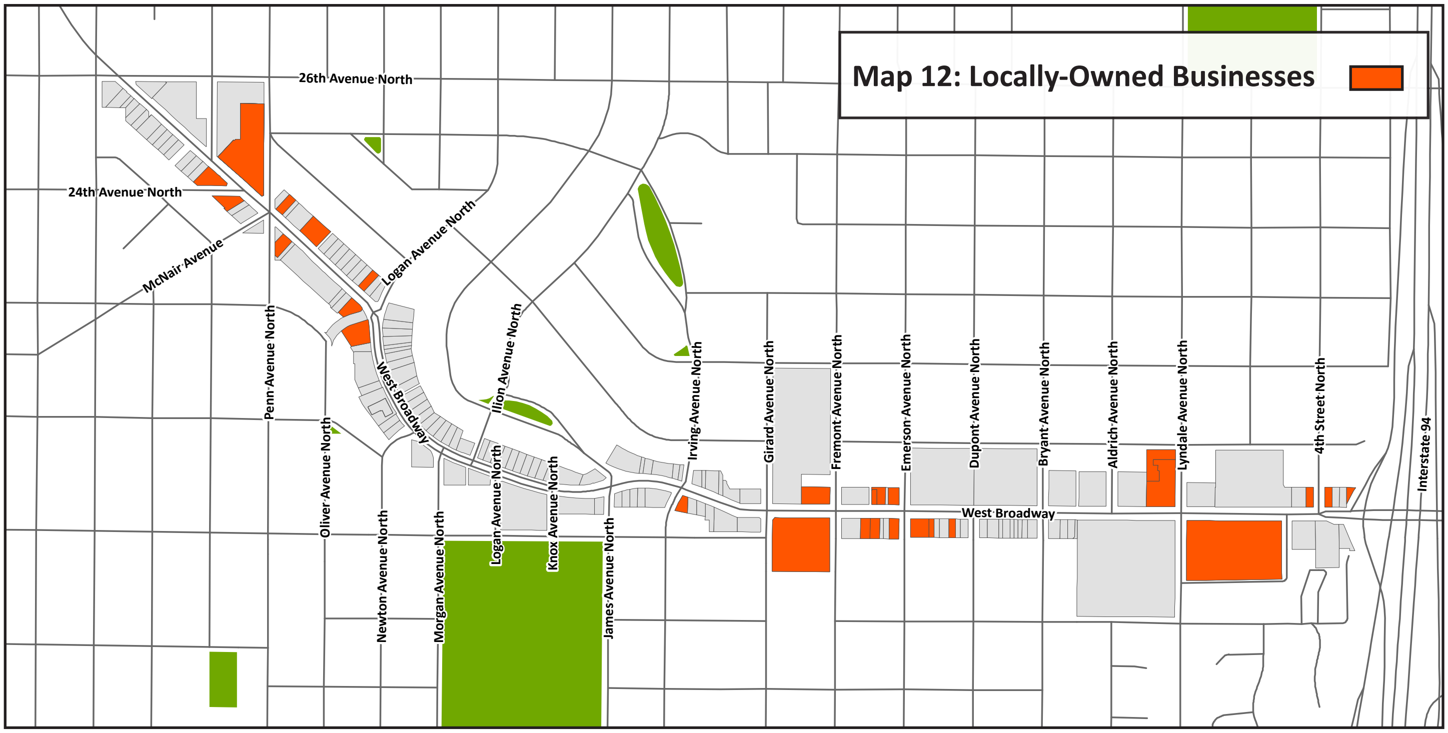


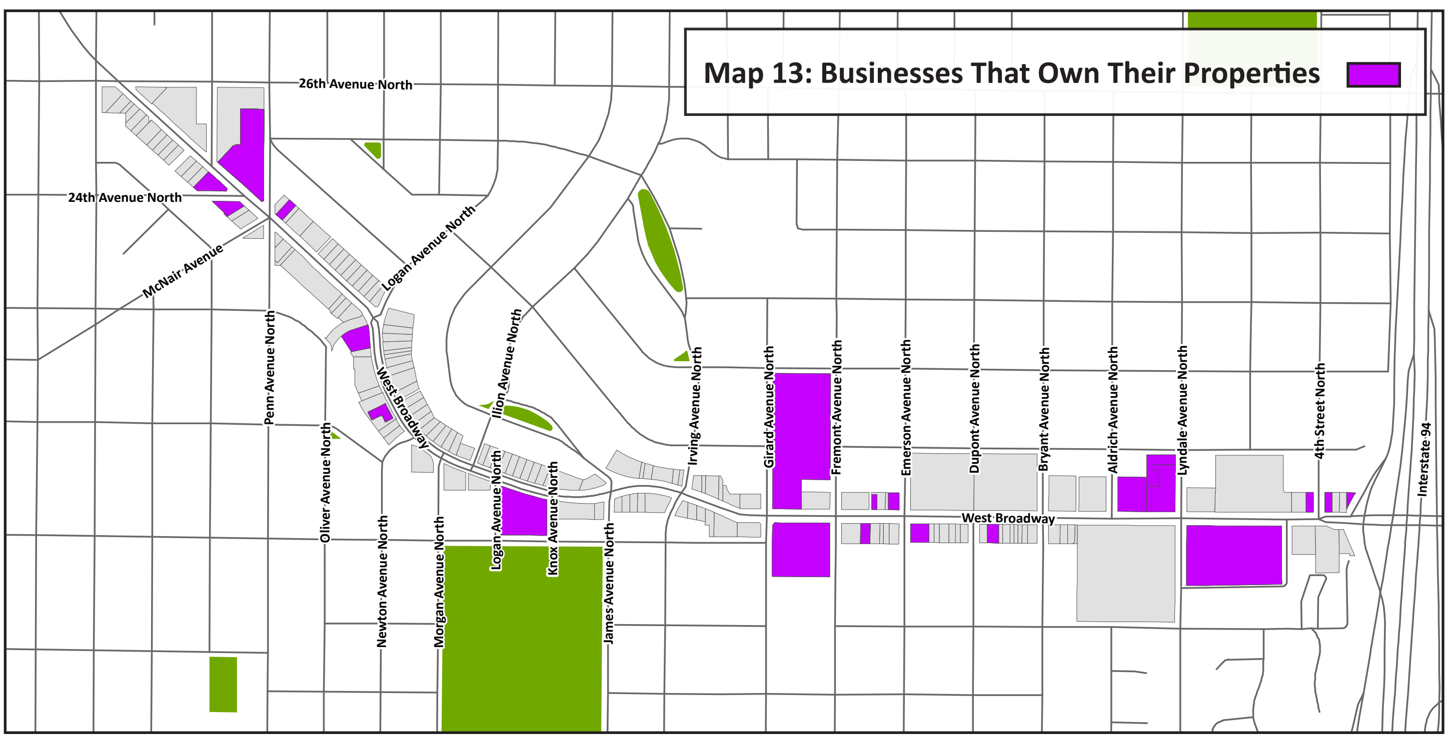
Business Ownership

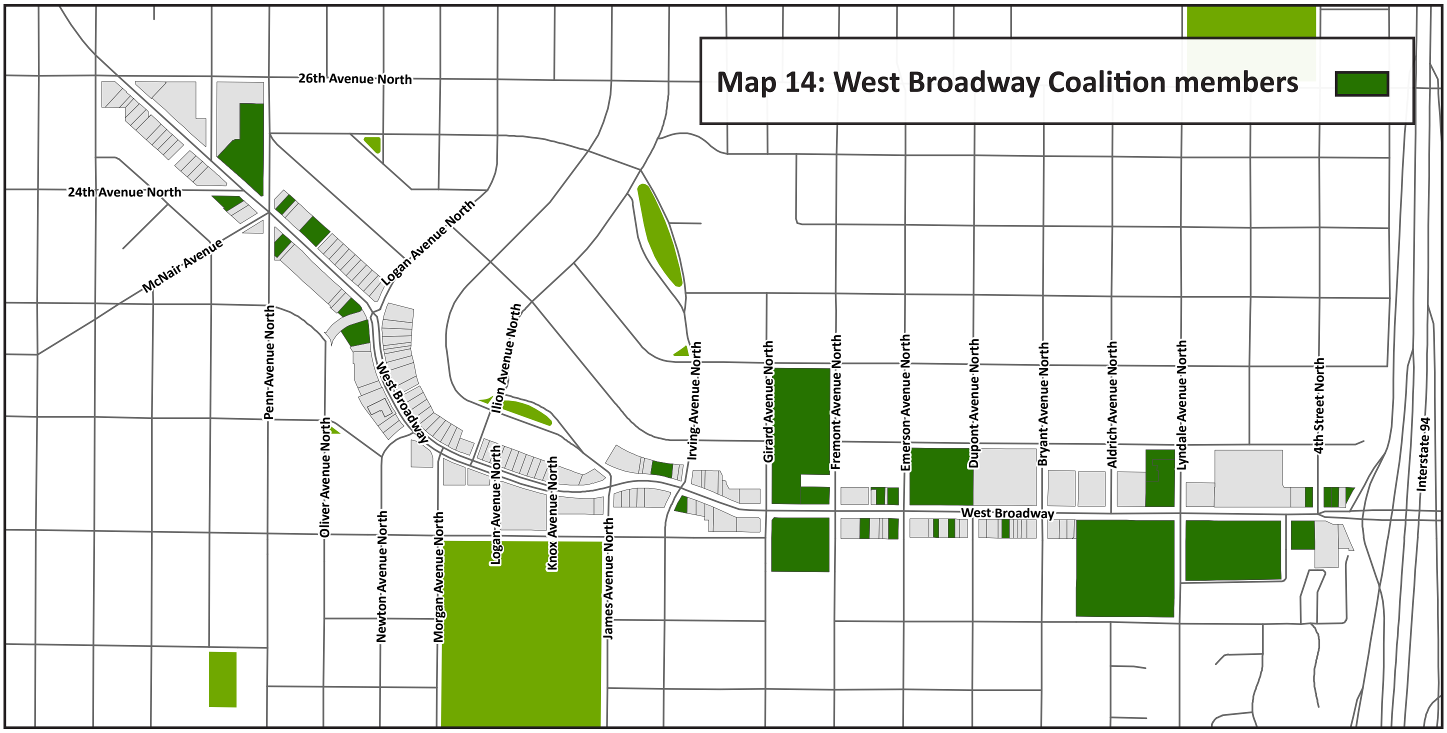
As with ownership of property, ownership of business is also an important determinant of the character of West Broadway. Adapting the definition previously described for property ownership, 30% of the study area's 125 businesses are locally owned (*Map 12*).

Also of interest is the number of business owners who own the space their business occupies; estimated using comparisons of Hennepin County property data with information from interviews and company websites, just 17% of all business owners satisfy this description (*Map 13*).

Finally, WBC's website currently lists 34 member businesses that occupy space within the study area, making up 26% of all businesses and owning 27% of land fronting along West Broadway (*Map 14*) (West Broadway Business and Area Coalition Members webpage*)*.


Map 12: Locally-Owned Businesses
26th Avenue North
24th Avenue North
McNair Avenue
Logan Avenue North
Penn Avenue North
Oliver Avenue North
Newton Avenue North
Morgan Avenue North
West Broadway
Ilion Avenue North
Logan Avenue North
Knox Avenue North
James Avenue North
Irving Avenue North
Girard Avenue North
Fremont Avenue North
Emerson Avenue North
Dupont Avenue North
Bryant Avenue North
Aldrich Avenue North
Lyndale Avenue North
4th Street North
Interstate 94
West Broadway


Map 13: Businesses That Own Their Properties
26th Avenue North
24th Avenue North
McNair Avenue
Logan Avenue North
Penn Avenue North
Oliver Avenue North
Newton Avenue North
Morgan Avenue North
West Broadway
Ilion Avenue North
Logan Avenue North
Knox Avenue North
James Avenue North
Irving Avenue North
Girard Avenue North
Fremont Avenue North
Emerson Avenue North
Dupont Avenue North
Bryant Avenue North
Aldrich Avenue North
Lyndale Avenue North
4th Street North
Interstate 94
West Broadway



Shifting Trends in Commercial Design

As previously mentioned, the shopping center emerged as a principal commercial design along West Broadway including the Broadway Center Associates-operated property built in the 1980s between 5th Street and Lyndale Avenue, the Hawthorn Crossings properties between Dupont and Fremont Avenues (1997), and the Cub Foods property occupying most of two blocks between Lyndale and Bryant Avenues. Embodied by lengthy single-story structures set back from the primary street by expansive surface parking lots, the shopping center is synonymous with mid-century Urban Renewal efforts driving market-rate commercial development that is distinctly different from the pedestrian-oriented design that came before. Shopping center commercial spaces are commonly occupied by franchise establishments (which property managers may perceive as relatively secure with the backing of a national corporation), though independent businesses are present as well. This development style has also been modified and implemented at smaller scales within the study area, particularly for fast food establishments with drive-through service occupying stand-alone single-story buildings surrounded by surface parking.

The proliferation of the shopping center also represent shifting priorities for public entities regulating commercial development - in this case, the City of Minneapolis. The developments listed above were made possible in part by the vacation of existing rights-of-way including the interruption of Aldrich and Dupont Avenues and North 6th Street to allow larger structures and parking areas than would otherwise be permitted along West Broadway, in turn creating greater revenue streams. In fact, support for shopping center design was listed as a primary strategy in the 1964 This Is West Broadway plan, which anticipated future Urban Renewal projects along West Broadway. This resource acknowledged publicly-created liabilities to the area's commercial success such as the narrowing of sidewalks along West Broadway Avenue to accommodate additional traffic lanes; conversely, the authors note the absence of a national chain supermarket as "[speaking] well for the competitive ability of independent food stores that operate in the area" (Minneapolis, 1964). It is unknown whether the decline of these independent stores preceded or followed the introduction of Cub Foods on West

Broadway in the 1980s.

In many ways, recent developments along West Broadway have marked a reversal of shopping center design trends (motivated, in part, by current zoning requirements described previously): examples include new structures at 800, 2119, and 2200 West Broadway, each of which are at least two stories and hold the front property lines. However, many of the commercial spaces in these structures remain unoccupied and unimproved, in some cases requiring substantial investment before they will be ready for occupation. Combined with higher base rents typical with new development, these costs are often unaffordable for smaller local businesses.

Available Commercial Spaces

A search was conducted to identify spaces currently for lease along West Broadway. One building that has current availabilities is 800 West Broadway, which is a new construction (2017) facilitated by Sherman Associates. On the first floor, there are two spaces, both of which can be subdivided. The first space is 1,993 square feet (SF) and is advertised as retail/restaurant, and can be subdivided into two smaller spaces of 683 SF and 1,310 SF spaces. The second space, marketed as retail, has 2,402 SF of available space and can be split in two smaller spaces of 1,157 and 1,245 SF. Assuming a new tenant is interested in the smallest space of 780 SF, this would cost $911 per month in base rent ($16/SF) with an additional $400 in monthly expenses such as common area maintenance (CAM), taxes, and insurance ($7/SF) for a total of around $1310 per month. Though it will be discussed later in this report, the commercial affordability threshold is paying no more than 10 percent of gross revenue on rent and operating expnses. For this to be affordable, a business would need to have a monthly gross income of $13,100 per month. The contiguous space of 1,310 SF costs roughly $2,510 per month, with the total space at $3,820 per month.

Broadway Flats, located at 2505 Penn Avenue North, asks for higher base rents averaging $20 per SF, bringing an available 2,500 SF space to $5,520 per month, including additional expenses. While the smaller spaces are likely more attainable for entrepreneurs and local small businesses, the costs still might be too high for many, especially those facing the uncertainty associated with starting a new business. It is possible that there are other available spaces that are not leased through traditional marketing, but through word of mouth and social networks. Also, it is important to note that both buildings are newer, likely making costs higher than average.

We also located leasing information for Hawthorne Crossings. While it is unclear if there are currently any availabilities, exploring per square foot costs is still a valuable piece of our research. In the strip mall development, base rents range from $12 to $16/SF, with CAM and expenses at $8.86 to $9.98. The smallest space of 1762 SF would cost $3,891.08 per month, with a larger space of 4500 SF around $8,570 per month.

The 683 SF space at 800 West Broadway is the most affordable, and an increase in small spaces may be valuable to new and small businesses looking to locate on the corridor.

Understanding Commercial Affordability: Conversations with the Community

Understanding Commercial Affordability Through Conversation:

Although there are some basic guidelines for “affordability” – the 10% of income benchmark for businesses (to be described later in this report) and the 30% of income for residential affordability – understanding the day-to-day experience of what affordability means for a business on West Broadway required that our team spoke directly with business owners, property managers, and important stakeholders. We found that “affordability” isn’t just a number or a percentage – a successful business balances a complex web of decisions and options in order to be where and what they want to be.

In addition to the neighborhood’s residents, businesses, and property owners, a number of other stakeholders play a significant role in development along West Broadway. These include organizations that provide funding for business and neighborhood improvement initiatives, or businesses that include a neighborhood development focus as part of their mission statement. The Northside Economic Opportunity Network (NEON), an innovative organization which has played a significant role in business development within North Minneapolis, is headquartered right next door to the WBC on West Broadway. Juxtaposition Arts is also headquartered on West Broadway, though its influence stretches beyond the corridor. Other organizations, like the Phillips Foundation, have been active on West Broadway for quite some time, through major demographic and social changes. A whole host of non-profit organizations, religious communities, and community organizations have a presence along West Broadway – we were unable to speak with every stakeholder, instead focusing on key business development partners.

A representative from WBC facilitated connections for the interview process. Residents of West Broadway and North Minneapolis have often been the subject of studies and projects, without always experiencing any progress or support in return. Because of this history, the WBC and the project team wanted to be intentional in how community members were contacted for participation. Connections were made through existing relationships between the WBC and the community, and interviews were conducted as conversations aimed at developing deeper understanding of the challenges and opportunities of pursuing business on West Broadway. Additional research into commercial affordability could use more quantitative measures, building off expanding connections, to access a larger research sample – however, the business owners we worked with typically operated through a more informal process that made accessing extensive numbers and statistics burdensome for already very burdened small business owners. Small business owners in communities like West Broadway often lack access to standardized bookkeeping software or professionals, instead managing the day to day survival of their business as efficiently as they can with limited personnel and time. We thus focused on meeting business owners within their availability and capacity, and utilizing an interview structure focused on relationship building and deep qualitative understanding.

The following sections first focus specifically on key public and private partners for commercial development along West Broadway, before moving on to key themes synthesized from interviews with business owners, property managers, landlords, and stakeholders alike.

Community Planning & Economic Development (CPED) – City of Minneapolis

From the perspective of the city, the 2008 West Broadway Alive! plan remains the guiding document for both planning and development activities along the West Broadway corridor. Generally, West Broadway Alive! prioritizes concentrating commercial development into distinct districts and expanding the range of available housing options, particularly multifamily units nearer the highway. Within this plan, community and local businesses are given weight, but the overall mix and growth of the corridor in order to meet the full needs of the community takes precedent. The West Broadway Alive! plan grew out of extensive community engagement, including involvement from the WBC and its members. Ten years later, the key themes and goals of the West Broadway Alive! plan were repeated consistently throughout our interviews with City staff.

As discussed under existing conditions, nearly 21% of the study area is owned by public entities. Properties owned by the City of Minneapolis can and do come up for sale, but sales for properties designated as "Redevelopment" opportunities are handled through an RFP (Request for Proposal) process. The City – via CPED - releases an RFP which includes guidelines for the project, and then developers put together proposals regarding their intentions for the land. One current RPF for 927 West Broadway emphasized that "selected developer(s) will be required to clearly demonstrate the ability to obtain adequate financing, to complete the redevelopment of the property, to fulfill other standard City requirements, and to enter into a Redevelopment Agreement to assure compliance with these terms and conditions." CPED staff felt that the RFP process had traditionally presented challenges for smaller and less experienced developers; in response, CPED has been working to make the process more accessible for minority and community-focused developers. One step towards accessibility was to begin releasing RFPs as concise Powerpoint presentations, rather than weighty Word documents; another has been focusing on creating RFP Development Objectives that highlight areas where smaller developers might be more successful, as with community engagement or innovative ways to meet community needs. CPED staff also discussed attempts to encourage small developers and community groups with strong concepts for redevelopment projects to partner with more established developers.

Redevelopment, especially of properties in need of significant renovation, is a complicated process – more experienced developers have an advantage when it comes to lining up financing, managing costs, creating a realistic timetable, etc. The City must thus balance the desire to support local initiatives and developers with the need to ensure that projects successfully contribute to the community. Making connections between experienced developers and community groups has been an area where groups like the WBC have been successful in the past, and City representatives expressed interest in continuing to partner with community organizations to create successful redevelopment teams.

The Minneapolis Innovation Team

The Innovation Team functions like an in-house consulting team within city government. Based on the Bloomberg Philanthropies Innovation Team program, the "I-team" focuses in-depth on a particular issue for a significant stretch of time. In Minneapolis, the I-team focuses on addressing present complex and pressing challenges related to equity and racial disparity, generally focusing on one particular issue for two years. The Minneapolis I-team first focused on housing related issues, but shifted around 2016 towards focusing on how differences in business ownership and entrepreneurship rates impact wealth inequality. As a part of this work, the I-team completed a city-wide Retail Inventory Pilot Project during 2016-2017. The I-team has also conducted extensive engagement focused on business ownership, particularly in low income communities and communities of color.

This engagement revealed that complicated bureaucratic processes, particularly those involving permitting and licensing, can present significant barriers. Some minority business owners felt that navigating the process of starting a business, purchasing a building, or doing renovations required knowledge of a “secret handshake.” Permits, licenses, and support services require working with many different offices throughout the city, in a very particular order, and success often depends on knowing someone within the system. In order to address this barrier, the I-team contributed to the formation of the Minneapolis Small Business Team. The Small Business Team aims to provide a one-stop-shop to help owners and entrepreneurs navigate the City processes they might encounter. By helping minority businesses owners navigate permit and license processes, the Small Business Team can hopefully help reduce some of the barriers faced in starting and growing a business. However, the success of the Small Business Team is dependent on business owners knowing about it and feeling comfortable enough to ask for assistance. To improve access and awareness, the team is exploring the option of hosting open office hours within target neighborhoods in hopes of reaching people where they are.

The I-team has also created a new “Business Portal” website, after receiving feedback that the existing City websites related to small businesses were difficult to navigate and not designed around the needs of small business owners. The new Business Portal (which formally launched in March 2018) pulls together resources for small businesses and breaks down the processes of forming a business according to common small business models, including food trucks and barber shops.

However, our conversations with business owners, property managers, and landowners along the avenue suggested that many of these efforts by the City have had a limited impact so far. Residents were aware of programs like the Business Technical Assistance Program (B-TAP), but mostly associated business technical training with NEON (a main local provider). Service providers and business owners interviewed for this project want the City to work on increasing access, streamlining bureaucratic processes, and building connections within the community itself. The Small Business Team, the Business Portal, and other changes the City has been making in order to improve support for small businesses and commercial corridors like West Broadway are solid steps in the right direction. However, the community needs to know the resources are available and how to access them, as the City continues to build trust through steady support.

Interview Key Themes:

The following sections present six key themes surrounding obstacles and opportunities for small, local businesses and developers along West Broadway. Understanding “affordability” requires understanding the way these issues can impact the development of businesses on the avenue, from the increased cost of addressing deferred maintenance to the opportunity presented by a unique market. These themes are drawn from interviews with a variety of types of stakeholders based around topic, rather than the type of interviewee, because those interviewed for this project tended to offer multiple perspectives and discuss development along West Broadway from many angles.

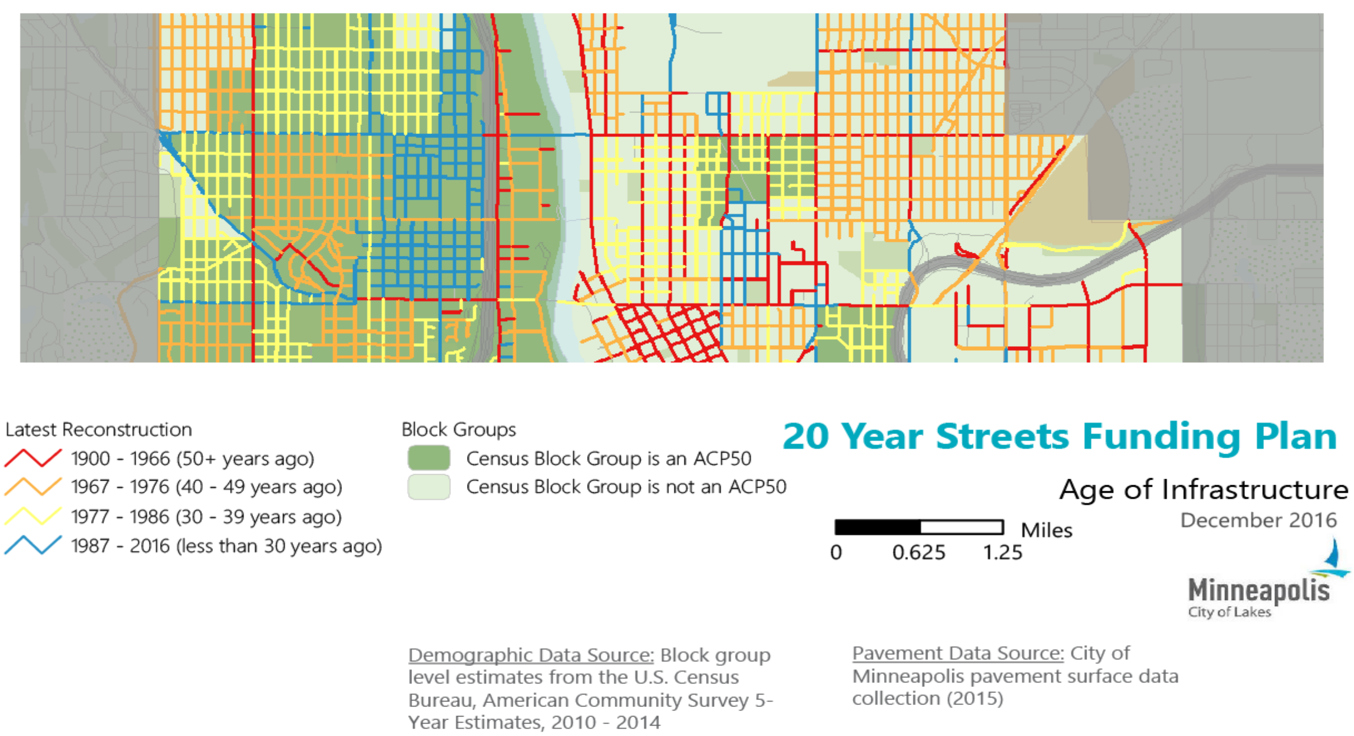
Cracks in the Foundation - A History of Deferred Maintenance and Disinvestment:

Based on our interviews, some of the greatest challenges for West Broadway come down to a history of deferred maintenance and a lack of investment. Many spaces either are not suitable for the kinds of commercial uses the community needs or would require prohibitively expensive renovations and repairs.

Properties considered “vacant” include those that have been abandoned, those that cannot be filled due to a mismatch between market and space, and those properties which the owner simply does not want to rent, for whatever reason (Mallach 2006). The I-team Retail Inventory found that around 31% of properties along the West Broadway corridor were “vacant” spaces, although our team determined a lower percentage for the study area with just under 20% of properties considered vacant. Either way, whether looking at just the properties fronting West Broadway or a larger area, these are staggeringly high percentages. It is easy to gather from speaking with people throughout the community that part of this high vacancy rate can be attributed to the cost of renovating a space after years of deferred maintenance; a business which cannot afford space in a new development or the renovation costs of existing spaces simply does not open.

Not only do the buildings along the corridor tend to require extensive renovations, the infrastructure in the neighborhood is perceived to be out of date and in desperate need of investment. The owners of one business we interviewed noted that they paid higher utilities costs on West Broadway than in Northeast and for less reliable service, most particularly for internet access (a key component of their business). As seen below, sections of West Broadway Avenue have not been reconstructed or repaired in the last 50+ years, though road conditions are not a perfect stand-in for public investment. Residents and business owners report numerous issues with broken streets and snow-covered sidewalks, contributing to the overall impression that West Broadway has been left behind.

Excerpt from City of Minneapolis “20 Year Streets Funding Plan” 2016:
As these costs apply to individual business owners and property owners, the increased cost of dealing with unsuitable spaces in need of repair combines with difficulty accessing “traditional” forms of equity and capital. Many residents of West Broadway do not have access to the kind of familial capital often used to fund new businesses or developments, while banks and financial institutions often consider loans in this area to be “too risky.” The perception of the “risky” nature of loans in areas like West Broadway can make it harder to obtain



funding for redevelopment or to purchase and renovate an existing building. Jim Terrell, Principal Project Coordinator and Manager of Participation Loan Programs at CPED, said that he often sees as much as a 20-30% gap in the "capital stack" (the selection of funding sources available to developers and property owners) in North Minneapolis with smaller gaps in some other areas of the city. This "gap" in funding often requires developers and owners to invest more of their own personal funds (equity) into a deal in order to make it feasible. Terrell estimated that redevelopment along West Broadway can mean that as much as 40% of your funding is personalor developer equity (or other at risk capital) compared to 10% somewhere else (where lenders are more willing to provide funding). For communities of color, immigrant communities, and low income communities, the personal and familial equity necessary to fund projects simply isn't available. Each of these barriers will be explored in more detail in the following section.

There are existing resources to help address the impact of deferred maintenance and disinvestment on property owners, from the Façade Grants offered through the City to private loans. Still, the people we interviewed for this report implied that addressing this history of disinvestment would require massive amounts of capital, with one source suggesting at least $500 million would be required just to begin to address infrastructure needs. For individual developers and owners, resources to address gaps in funding ought to be string free, rather than operating around a reimbursement model as with the current city façade grants. Several interviewees commented on the overly-burdensome nature of the reimbursement model, noting that raising lump sums for capital improvements is exactly the problem businesses face.

The City of Minneapolis does have some measures in place with which to address "abandoned" and "nuisance" properties – Chapter 249 of the Code of Ordinances defines a vacant building, specifies the conditions necessary to designate a building as abandoned or a nuisance, and outlines the steps the City can take to abate the issue, including demolition and direct rehabilitation. This section of the Code of Ordinances also established the Vacant Building Registration (VBR) Program, where owners of buildings that have been declared vacant must register and pay an annual fee (which goes towards offsetting the costs of City actions taken to secure these vacant properties). However, only four properties within our study area have been registered under VBR. Based on direct observation and on the perspectives of those interviewed for this project, there are more than four properties fronting West Broadway which serve as nuisances to the community because they are under- or unoccupied and deteriorating. Those people who discussed nuisance properties and absentee-landlords on West Broadway did not seem aware of or confident in the City's ability to address these decaying buildings; most seemed resigned to the idea that certain landlords would be able to continue to hold buildings vacant, paying minimal taxes and fees, while waiting for land values to skyrocket so they can sell for a profit.

The Funding Gap – Micro Loans and Capital Lending:

Again and again, our interviews turned towards the difficulty faced by residents of West Broadway and the Northside in accessing necessary capital for starting, maintaining, and growing a business. The wealth disparity between white communities and communities of color is well established, with the result that many residents and stakeholders along the avenue lack the type of family wealth on which white entrepreneurs often rely. Discrimination has characterized the experience of communities of color in the United States, even written into the fabric of our cities through policies like redlining and Urban Renewal. Banks have a history of discriminatory lending practices in the United States; many policies and groups have attempted to address this problem, from the 1977 Community Reinvestment Act to other projects completed by students at the University of Minnesota, but the disparate impact of lending practices continue. It is no wonder, after decades of unequal circumstances and opportunities, that communities of color lack the kind of ready wealth found in white communities.

The City of Minneapolis Innovation Team noted in a March 2017 workshop pamphlet that the median net worth of White households is 20 times larger than the median net worth of Black households (Innovation Team Workshop 2017). MN Compass reports that only 22.8% of Black households own their own homes in Minnesota, compared to 76.1% of White households – homeownership is a key foundation for wealth building, and homes often serve as sources of collateral for loans (MN Compass “Homeownership Gap”). Beyond differences in physical assets, communities of color deal with significantly lower earning potential. While not every white entrepreneur has access to personal wealth, significant pieces of collateral, or family networks capable of raising equity to invest in a business, the systemic disparities between white wealth and wealth in communities of color are well established.

Minority business owners tend to have less immediate personal wealth, and also deal with barriers to accessing loans and investments through traditional, free-market means. Without as much personal wealth, minority business owners sometimes turn to credit cards to cover costs (Interviews 2018). Given that the personal credit history of business owners is taken into account through most small business credit scoring (SBCS) systems, minority-owned small businesses thus often end up categorized as riskier investments (Berger and Frame 2005). Business owners of color also in many cases either lack the collateral needed to obtain an “asset-based loan” (which are often the only loans available for “risky” loans) or face catastrophic consequences should they default and loose that collateral (Bates 2010).

In addition to the disparate impact of standard underwriting practices on minority-owned small businesses, the loans needed by most community small businesses are almost too small for traditional lenders to bother over (Interviews 2018). As one source with an extensive background in finances and banking said, it takes the same amount of work to manage a $1,000 loan as to manage a $1,000,000 loan, but the bank will see far more returns for the larger investment. Small businesses also are seen to require a more hands-on approach, both for examining credit-worthiness and for repayment. Thus, traditional lenders without a social mission often do not offer the kind of “micro” loans needed by the sort of businesses found along West Broadway because such small loans do not provide enough returns to offset their cost and risk.

Looking at national data, the Innovation team also found that when businesses begin with at least $100,000 in capital, they are 23% less likely to fail than businesses with $5,000 or less in capital. Of businesses that start with $100,000 in capital, only 1% were Black owned, 4% Hispanic owned, and 13% Asian owned. Lack of adequate capital prevents businesses from taking necessary risks, building capacity at the most efficient level, and more. Having access to a significant source of capital – particularly not one tied to a business owner’s personal equity or survival – allows a business to be more successful and more sustainable.

NEON, in recognition of the capital needs of small businesses on the Northside, is in the process of becoming a CDFI (Community Development Financial Institution). NEON has worked in the past as an intermediary, connecting clients with lending institutions; becoming a CDFI will allow NEON to build lending capacity in order to provide targeted micro loans and capital funding. Building off their experience in business development, NEON intends to practice a hands-on approach to lending, helping clients develop necessary capacity, before transitioning into more of an “angel investor” role. Groups like Blexit – a community organization focused on addressing economic injustice towards the Black community – and its child organization the Association for Black Economic Power (ABEP) have also been working on efforts to address racial inequities in banking and lending.

Accessing Social Capital and Managing Bureaucratic Processes:

Although steps have been made towards simplifying and streamlining the bureaucratic processes necessary to run a business or complete a development project, the stakeholders and residents of West Broadway we interviewed continue to emphasize the challenge of navigating that world. It can be easy to forget how much passive knowledge is required to move through permitting and licensing processes efficiently, let alone to know what kind of assistance is necessary. There is also a spatial barrier to dealing with many of these processes; filing typically requires going into downtown Minneapolis or to some other location. Sometimes obtaining one permit or completing one step of a licensing process will require going to a whole list of separate locations. These trips require time. They also require that business owners and developers deal with a feeling of psychological separation – for someone who has historically been kept out of places like City Hall, there can be a feeling of Otherness and resistance that is difficult to overcome.

The importance of social capital and community networks has been well established, but requires repeating. Communities of color and Jewish communities have both been isolated by discrimination – this isolation tends to breed strong ties within a community, but leaves members without access to the kind of interpersonal resources a white business owner from another part of town might have. Paraphrasing several sources, "If a white man is told no by the city, he tends to turn to his friends and networks to look for ways to change that answer. A person of color, immigrant, or woman tends to hear that no and stop, if only because they don't have access to a network with the resources to help."

There also exists a barrier in the transference of knowledge between business owners and developers. Given that people of color own only 22% of businesses in Minneapolis, but make up 40% of the population, people of color are less likely to have access to a successful business owner to help them navigate the process (Innovation Team report). Successful developers are even fewer in number. One business owner along the avenue discussed at length the things he wished he had known before starting his last business – from where to buy used kitchen equipment to how to price a menu. Building a successful business or completing a redevelopment project requires time and experience – having a network of other successful mentors reduces that learning curve and helps to mitigate the risk of being new to the game.

Commercial Goldilocks - a Mismatch Between Available space and Business Needs:

A number of the people interviewed for this project noted that finding available commercial and retail space along the avenue is not just an issue of vacant lots – what spaces there are do not always match the needs of local business owners or the market. This mismatch between available space and needed space impacts business owners time and again throughout the life of their business. Each stage of growth carries different size requirements, while different businesses might have different spatial needs with relation to pedestrian access or loading docks. One business owner we interviewed discussed at length the struggle of running a business with a "walk-in" component when located at the back of an office building, while a representative from NEON recalled an instance where a business owner had to return to operating from their home after being unable to find a "next size up" space. In order to become a thriving commercial and retail corridor, West Broadway needs to have spaces at a variety of sizes and with varying relationships to the street.

Take the recognized need for a sit-down restaurant along West Broadway: it is far easier and more cost effective for a restaurant to move into a space already built out to accommodate a restaurant. However, such spaces are scarce along the avenue. We were told by several interviewees about Northside restaurant owners who had elected to open on Eat Street or some other established restaurant corridor, both for access to easy space and the increased foot traffic brought by a dining destination. When developers do have space that could hold a restaurant, some might be holding out for someone with "real experience" and the capacity to handle what might be a tough market. Dean Rose, the owner of Broadway Flats and Broadway Liquor Outlet, has held a 10,000 square foot retail space as a "warm shell" – including electrical, venting, plumbing, etc. but leaving walls and floors open so that the space can be subdivided as needed - while waiting for the right tenants (Yoder Interview, March 2018). He has been contacted by aspiring restaurateurs, but has chosen to wait until someone with both vision and experience is able to move into the space, which Rose will build to suit by rolling costs into rents over a series of years.

Being the first new sit-down restaurant, or men's clothing store, or childcare service, along West Broadway in years won't be easy, and the desire to hold out spaces for businesses with a "better" chance of succeeding makes sense. But, without smaller entry level spaces, the community might not be able to support businesses long enough to build high levels of experience, losing promising businesses to other areas with more options. Difficulty finding the right space is compounded by the fact that many spaces along the avenue require updates and tenant improvements. While property owners can and do use creative approaches in order to pay for tenant improvements, these costs get carried over to business owners through increased rents, extended timelines, and more.

Missing Shifts - Supporting a Stable Employee Base:

Access to "reliable" employees provides another complicated barrier to success for businesses along West Broadway. Business owners all mentioned difficulties related to getting and keeping effective employees: low education standards, frequent turnover, lack of childcare resulting in missed shifts, and attitude were the main issues raised. As community activists, it might be tempting to dismiss these concerns as rooted in racism, sexism, and classism – in all likelihood, these systemic prejudices do play a role, both in how employees are viewed and in the circumstances that make minority employees more likely to struggle with traditional expectations of employment. However, the lived-experience of business owners on West Broadway also requires recognition. High staff turnover, missed shifts, employee theft, exhausted employees on their third job of the day: all of these realities of doing business raise costs and reduce efficiency for business owners. Each business owner we interviewed claimed to hire from the community, either West Broadway or the Northside more generally, as much as possible, but each also noted the particular difficulties faced by members of the community with regards to employment.

Addressing issues with a stable employee base will require both providing immediate support for business owners staffing needs and dealing with larger matters like the mismatch between wages and living expenses. Supporting businesses and employers as they move towards providing living wages will hopefully ease the burdens on both sides of the employee/employer divide.

Of immediate concern for a stable employee base, West Broadway is underserved with regards to affordable (culturally relevant) childcare, with many residents relying on networks of friends and family for childcare. This means, however, that one sick child can cause a cascade of issues for several employees. Several interviewees mentioned employees needing to suddenly miss shifts or having limited schedules due to lack of access to childcare, highlighting childcare as an issue of particular importance to the community. The need for appropriate childcare is especially important for single mothers and for families which rely on multiple jobs to make ends meet. Business owners also noted that they felt employees drawn from the community had not been provided with adequate opportunities for education, particularly job related education.

In order to thrive, businesses along West Broadway need access to a pool of educated, stable employees. Eradicating instability in the lives of Northside residents will require many steps and many answers, but addressing the lack of affordable childcare and the need for relevant education would make significant returns based on the problems West Broadway business owners described.

Safety and Crime Concerns – Perception and Reality:

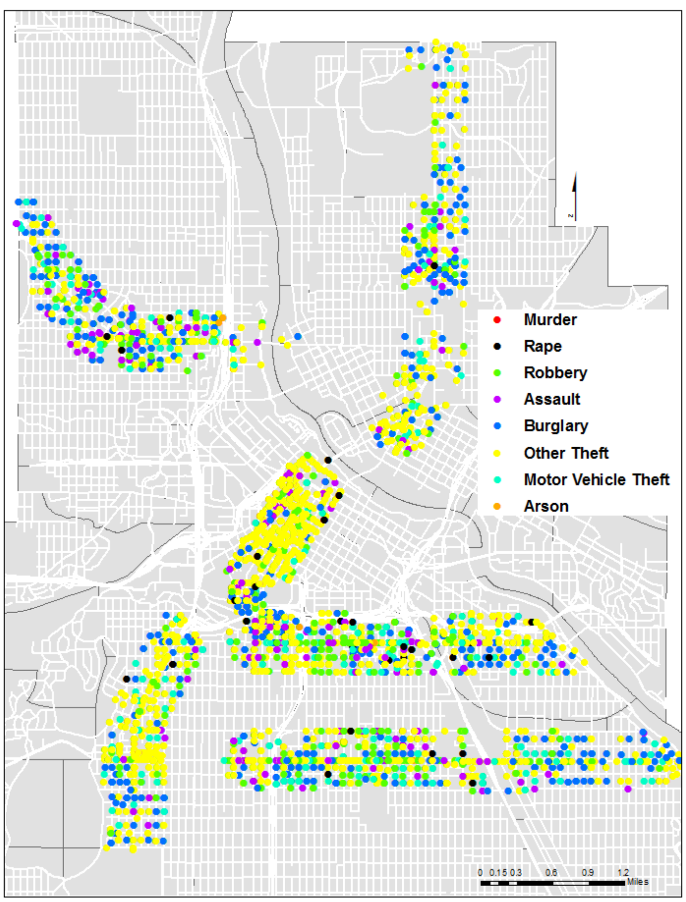
"Security" was noted as an issue as far back as the West Broadway Commercial Area Study (1977). West Broadway – and the Northside as a whole – suffer from the perception of high crime and the reality of security issues. Many of the people we spoke with took as a given the idea that "crime and safety" concerns reduced business along the avenue, most especially by reducing the number of customers from outside the community. However, when comparing City of Minneapolis Police records for incidents along West Broadway with other commercial corridors in Minneapolis, the project team found similar levels of reported criminal activity.

For this analysis, we examined West Broadway Avenue, Hennepin Avenue from Franklin Avenue to Lake St. (the Uptown commercial corridor), Nicollet Mall downtown, Lake Street, Franklin Avenue, and Central Avenue in Northeast. Focusing on police incidents reported within a 0.25 mile radius of each of these central commercial corridors, we found that some general categories of criminal activity might be more prevalent along particular areas, but that the overall number of incidents was comparable between corridors. Looking at the growth rate in reported incidents between 2010 and 2017, the West Broadway corridor actually experienced less of a growth in criminal activity than every other corridor except Central Avenue (where the number of incidents reported decreased by 10%). Police incidents in Uptown along Hennepin increased by 45%, jumping from 791 total reported incidents in 2010 to 1,146 reported incidents in 2017. Nicollet Mall reported more than 2,000 police incidents in both 2010 and 2017. Although this analysis was quite simple, and based on only one data source, it suggests that West Broadway does not experience criminal activity in levels that are unusual for commercial corridors in Minneapolis. The idea that West Broadway suffers from "safety and crime" issues thus seems to be a matter of perception more than anything. This issue of perception likely has racial and socio-economic roots, though establishing a conclusive link between the perception of safety and racial bias would require additional analysis.

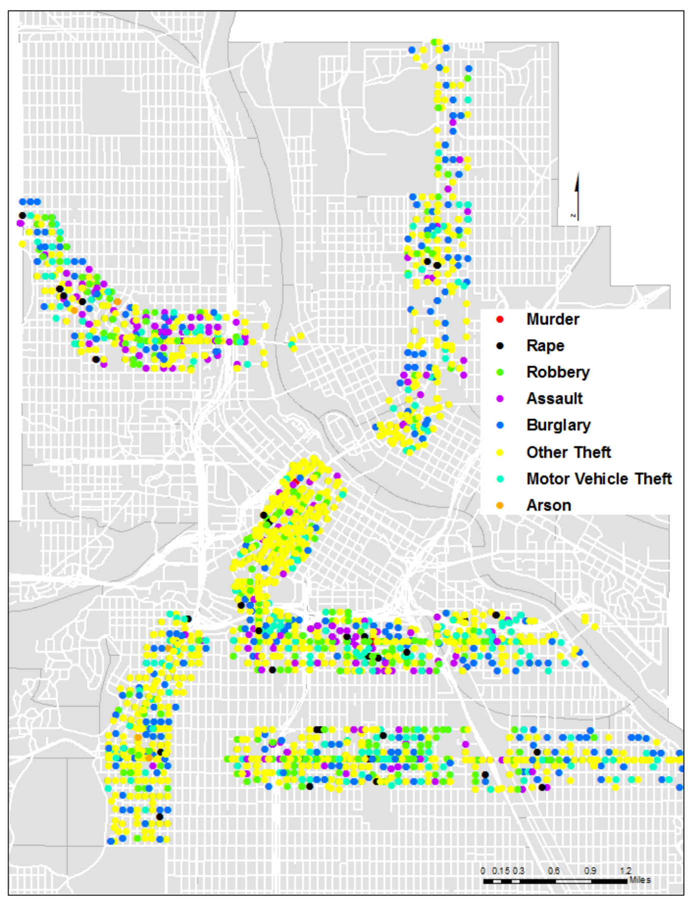
Still, each business owner and property manager interviewed for this report mentioned the cost of security for their site, from employee theft to random violence on nearby streets. The relationship between crime and socio-economic struggle, or crime and racial discrimination, exists beyond the reach of West Broadway business owners – while one store manager emphasized with an employee who stole from the cash register in an attempt to raise enough money to flee an abusive boyfriend, they also knew that their business would not survive if every employee facing an unjust situation stole. The level of criminal activity along a commercial corridor in Minneapolis currently requires a certain amount of investment in security, both physical measures like cameras and increased staffing. Business owners along West Broadway, particularly micro business owners with limited staff, thus deal with a security burden that can be surprising for new owners. Tying back to the need for better networks amongst business owners and property managers, understanding the unique security needs for a particular type of store or development along West Broadway would be an ideal place for knowledge sharing to reduce barriers to success.

Other broader community responses to crime also factor into how business owners and property managers deal with safety and security. Racial bias, police violence, economic insecurity – these things and more create the circumstances which drive people to criminal activity. Holistic attempts to address crime, in West Broadway and in the rest of Minneapolis, will require recognizing and resolving significant injustices at many levels of society. Access to a living wage and secure housing, for example, would address some of the issues with employee theft which arose during our interviews. While business owners and property managers must deal with crime in a reactive manner to maintain their business, the community as a whole can be more proactive with addressing both the realities of crime and the lingering perception of danger in low-income and minority communities.

Police Incidents on Commercial Corridors - 2010



Police Incidents on Commercial Corridors - 2017



See Appendix B for full size maps of reported crime incidents.

Case Studies on Commercial Affordablity

With the information gathered from the interviews, the project team believed it to be valuable to investigate and analyze commercial affordability initiatives implemented in other parts of the United States. In this section, the case studies explore initiatives that support of diversity of commercial space sizes and types, offer suggestions for subsidizing tenant improvement costs, and programs to financially support small business owners in certain geographic areas, all ideas mentioned throughout the interview and information gathering process. Much of the information developed in this section will then be used to describe specific recommendations for WBC and the City of Minneapolis. Again, the intention of this report is to push the limits of the types of support and investment that are provided, particularly for low-income entrepreneurs of color. This section demonstrates that other cities and regions have taken action to increase affordability, and similar initiatives can and should be enacted along West Broadway Avenue.

City of Seattle Commercial Affordability Report

Currently, the City of Seattle is facing rapid and sustained growth, with property values and rents also increasing dramatically. Such changes prove difficult for small businesses, which are an integral piece to the local economy and the city's culture. In the midst of a commercial affordability crisis, former Seattle Mayor Ed Murray brought together a Commercial Affordability Advisory Committee to evaluate the problem and offer recommendations. The committee was assembled in April of 2016, and the report was released in September of the same year (Mayor Ed Murray's Commercial Affordability, 2016). There are no recent updates on the activity of the committee.

Overall, the goals of the committee's recommendations are to mitigate small business displacement, activate the ground level, allow for business incubation space and light manufacturing, increase economic vitality, and make it possible for new businesses to thrive. Research shows that retail rents in the city are rising and were, on average, $25.39 per square foot at time of the report. In addition to rising rents, retail and industrial vacancy rates are very low, at just 1 to 2 percent. The overall size of available commercial space is getting larger, making space more expensive and less accessible to smaller businesses. In Seattle, 25% of existing buildings have spaces under 1000 square feet, though only 20% of those under construction have these smaller spaces. Market pressures drive property owners to lease to larger businesses, as they are seen as more reliable and are able to afford higher rents. Another barrier noted in this report is that small businesses are struggling to secure capital. To startup, small businesses usually access loans. In Seattle, census tracts with large populations of low-income people of color received less capital, showing a need for stronger outreach and technical assistance in these neighborhoods.

A variety of recommendations are made on how to address the crisis faced by the city of Seattle. The first recommendation is to start an entity with the purpose of focusing and addressing commercial affordability. Such an entity would serve as a hub for resources involving commercial affordability and could provide services including managing a commercial affordability funding resource, coordinating with stakeholders around code and design review to support small businesses, and aid small business owners through real estate hurdles. A suggestion in the report is that the entity could be a public development authority, a non-profit, or a private body. In Minneapolis, this recommendations may already be somewhat fulfilled through the Small Business Team. However, the team provides technical expertise in starting and retaining a business, but does not tackle the larger issues of commercial affordability.

The committee's second recommendation is to initiate financial incentives that contribute to commercial affordability for small businesses. One possibility is a Commercial Affordability Tax Abatement, which would provide exemption for a certain period of time for building owners that create spaces compatible for small businesses, provide condominium commercial spaces for ownership, providing incubator space, and leasing spaces at below market rents. Another financial incentive is an incremental property tax adjustment that tie property taxes to the building owner's income instead of based on the value of the property, which could help in maintaining affordable rents. A commercial affordability small business fund can include private equity, or a grant-fueled fund that could support property improvements and tenant improvement allowances.

Third is the recommendation of broad public policy shifts. It is recommended that the City of Seattle adopts a policy that ensures small businesses have priority in purchasing or leasing City-owned land. If City funding is utilized for affordable housing projects, the funding support can be contingent on the development of affordable first floor commercial space. A policy can be enacted that encourages the co-location of affordable commercial spaces with public properties such as transit stations. Such a policy could promote small and affordable commercial spaces managed by public agencies. Zoning mechanisms can be used to promote commercial pockets in residential areas without needing conditional use permits. Policies described above can be used to reduce small business displacement by limiting franchise companies. Such policies could be adopted by the City and applied to development more broadly. Another possibility is through community benefits agreements between developers and the community, though this may result in less standardized policy implementation.

The fourth recommendation is to improve the permitting process that pose challenges to small businesses. Fast-tracking permits for certain small business projects can help to make business venture more accessible, quicker, and less costly. Small business design guidelines should support the development of retail spaces and small businesses. A coordinated development process could be implemented, to ensure that developers are aware of the various incentive programs that exist in the City of Seattle.

The last recommendation is targeted at expanding technical assistance for businesses. One part of this effort might be to coordinate a commercial affordability consulting team to provide technical assistance services to small businesses in need. Coordinated and diversified outreach can help to ensure that small business owners and entrepreneurs are aware of and able to access relevant services. A small business marketplace could be developed with the intention of creating a resource exchange for those interested in small business driven commercial economy.

Another potential initiative that was not included in the five formal recommendations is commercial rent control, which would set a limit on how much landlords can charge for commercial rent. It was not included because of potential negative consequences, such as deferred maintenance due to lower incomes received by landlords. Also, this mechanism would not address the other barriers of permitting processes or access to start-up capital. Rent control on commercial properties may be pressure on residential renters if landlords attempt to make up for losses by raising residential rents.

The report acknowledged that to move forward with a continued commitment to commercial affordability, more work must be done. While the report facilitated an important conversation, taking continued steps are crucial, including conducting research on areas that are facing greater affordability barriers to help inform future policies. Also, metrics of success must be established to help determine if programs have been successful, as well as determining what affordable rent levels are. Some of the recommendations can be implemented in Minneapolis, and will be explored in greater detail in the recommendations section.

Interview with City of Seattle Staff Person

A conversation was held with a City of Seattle employee from the Office of Economic Development, who explained another idea discussed by the department. The City of Seattle has been distributing New Market Tax Credits (NMTC) and has earned fees from administering these tax credits. The New Market Tax Credit Program comes out of the U.S. Department of Treasury Community Development Financial Institutions Fund. The goal of the New Market Tax Credit Program is to incentive development in neighborhoods that have historically experienced disinvestment. In North Minneapolis, the recent 800 West Broadway development applied for NMTC.

The City of Seattle earns a fee from administering the New Market Tax Credit Program, and one suggestion was to use the funds for tenant improvement allowances. The high cost of improving a space to fit the needs of tenants, especially for restaurant space, is a significant barrier to entry. Using this money as tenant improvement grants can also help to leverage capital that is needed to make a space fit for a tenants, especially for restaurants and eateries. Like Seattle, the high costs of customizing spaces for a tenant's needs is a barrier to entry that has been identified for business owners and entrepreneurs in North Minneapolis.

The City of Seattle has also encouraged commercial condominiums through tax incentives and contingent funding support. Similar to residential condominiums, the commercial owner owns the unit and pays an association or management fee for the shared use of common spaces. In areas that have been gentrified, business turnover has occurred, with many small businesses forced out due to sharp increases in rents. However, those who owned their spaces have been able to stay in the neighborhood and maintain their business. In one current development, a non-profit developer will be building retail space on the first floor of an affordable housing complex, which will become commercial condominiums when the 15 year affordability period is up. This was negotiated between the City, a non-profit affordable housing developer, and the bank that will be purchasing the building. Such agreements can be reached between various stakeholders when there is a clear goal and an openness to negotiation. In this situation, the City held the power to issue requirements to the developer considering the financing they provided, and such power can be leveraged to support commercial affordability.

Institute for Local Self-Reliance Report: Affordable Space: How Rising Commercial Rents Are Threatening Businesses, and What Cities are Doing About It

In April of 2016, the Institute for Local Self-Reliance (ILSR) released a report titled Affordable Space: How Rising Commercial Rents Are Threatening Businesses, and What Cities are Doing About It. The report acknowledged that rent for commercial spaces is on the rise. This report explains that rents are increasing for several reasons including skyrocketing costs of commercial real estate, the increased popularity of density and urban centers, franchise's need for growth, a limited amount of small commercial spaces, and bank preferences for national companies (LaVecchia & Mitchell, 2016).

It is noted that while quickly rising rents force out small businesses, they also make it difficult for new small businesses to enter. Rising rents are not only forcing business out those in wealthy neighborhoods, but evictions and store closing have been high in less affluent areas such as the Bronx in New York. To address commercial affordability, the question is posed of how affordability for commercial rent is determined. For residential renters, affordable rent is 25 to 30 percent of one's income. Commercial rent affordability is less cut and dry, considering it depends on the type of business and other factors including revenue and location. Generally, it is recommended that rent and other occupancy expenses is not greater than 10 percent that a businesses' gross sales. The example given in the report is that hardware stores' gross sales is typically $150 per square foot, so rent should not be greater than $15 per square foot.

Between the beginning of 2015 to the start of 2016, commercial rents have increased 12% in Milwaukee, 19% in Nashville, 22% in Portland (Maine), 17% in Asheville, and 12% in Cleveland. According to a CB Richard Ellis report, retail rents in the Minneapolis CBD increased 9% between quarter 3 of 2016 and quarter 3 of 2017 (Minneapolis Trends, 2017).

The goal of the ILSR report is to discuss methods for supporting small and local businesses amid rent increases and barriers to affordability; six main policy solutions are recommended:

Broaden Ownership

The report points out that retailers who own their spaces were the ones who were not pushed out because of rising rents. Currently, about 75% of retailers rent their space, but many are interested in and would benefit from the opportunity to own the space they operate in. The report offers several examples of entities supporting business owners in purchasing commercial space. A group of business owners in Austin who are part of the Austin Independent Business Alliance recommended that the City of Austin develop a lease to own program through the use of federal grants. Additionally, the borough president of Manhattan encourages landlords to separate first floor retail space to offer commercial condominiums to business owners. Incentives to create ownership opportunities can be provided to landlords, such as reducing debts to the City. Another avenue to ownership may be crowdfunding, or direct public investments in which community members buy a share of ownership in the business.

Salt Lake City, Utah is considering a program called 'Buy Your Building' to support businesses in securing financial resources to purchase a building for their business. The City has a $10 million Economic Development Loan Fund for businesses who may not be able to secure a traditional loan. In one year, half of the $3.48 million loaned out was to low-income business owners. While loans can be provided for down-payment assistance, it is still required that businesses secure a mortgage from a financial institution. To expand this initiative, a program launched in 2015 called Enterprise SLC has a goal of partnering with economic institutions to assist businesses in purchasing their buildings. The purpose of this program is to leverage City resources in order to make the transaction low-risk for banks and financial institutions. This could be done by having the City provide a low-interest loan or City-funded grants as leverage. When discussing building ownership, many feel that it could protect businesses from gentrification and displacement and maintain the mix of the neighborhood amid changes.

Community ownership of commercial spaces is another possibility in expanding ownership opportunities. This could lead to the possibility of neighbors and customers becoming the building owners, with all benefitting from the success of a business. A lease could be organized so that there is a set base rate, in addition to a percentage of a businesses' revenue. The Northeast Investment Cooperative (NEIC) in Minneapolis is comprised of neighbors who wanted to invest in commercial space in their neighborhood. NEIC now owns two buildings that are home to three local businesses that struggled to find space prior to the cooperative model. Cities can support similar cooperative models by providing education and financial resources including tax credits for investment in community ownership.

Reduce Power Differential between Tenants and Landlords

Commercial tenants have fewer rights than residential tenants. An example in the report is Angel Santos of New York City, who was notified that in March 2015 that his rent, previously $5,500 for a 600 square foot restaurant space, would go up to $9,000 in April. He would either need to pay the higher rent or leave the space by the end of the month. A bill was consequently introduced in New York called the Small Business Jobs Survival Act (SBJSA) which proposes property tax incentives for commercial rent caps, regulates the lease renewal process, and fines landlords who maintain vacancies in commercial spaces.

The focus of the SBJSA in on lease renewals. It expands tenants' rights in this process, highlighting 10-year leases with the option to renew. While this legislation would expand protections for existing commercial tenants, many argue that more needs to be done, such as re-enacting commercial rent stabilization policies which were in place from 1945 to 1963. Although many support the SBJSA, it is often held up in the politics and real estate interests of New York City. It has been blocked by legislators who protect real estate interest, with the concern that the SBJSA would give too much power and protection for tenants.

Another way to address the power imbalance is through a property tax credit for landlords. Property owners could be given a tax credit, similar to residential tax credits, if landlords limit rent increases and provide affordable rents. In some states, municipalities have this power, though in others, it must be done at the state level. In New York, New York City collaborated with the state government to develop the Lower Manhattan Commercial Revitalization Program (CRP) and the Commercial Rent Tax Special Reduction (CRT). For these programs, the landlords and tenant apply together to receive a tax abatement and rent tax deduction. A property tax abatement of $2.50 per square foot is given to landlords, and then passed on to tenants when building owners make basic improvements to the property. Those who qualify for the CRT program can have the amount of rental income that is traditionally taxed by the City's commercial rent tax lowered. These measures are intended to increase investment in older buildings without raising costs for tenants. Another suggestion is to provide a general tax credit to landlords who elect to limit rent increases when renewing leases with small businesses. A council member in Brooklyn has urged State lawmakers to develop legislation around such a policy.

In certain places, there is a practice employed by some landlords of keeping commercial space vacant until they have found a tenant that is willing to pay higher rents. This limits options for retailers looking for commercial space and puts pressure on the market. The City of San Francisco fines landlords who intentionally keep commercial space vacant for over 6 months, with the goal of creating a fairer rental market.

Local Business Zoning

Zoning mechanisms have the power to shape the city. They can be used to support small, local businesses, and prioritize a variety of square footages in commercial areas, support historic preservation (where small businesses are more likely to exist), prevent the consolidation of small spaces into large ones for national chains, and support business-type diversity. This was done in the Upper West Side of New York, where a conglomeration of national bank chains were contributing to rising rents and increasing barriers for small businesses. The zoning response was to limit bank storefronts to 25 feet and other storefronts to 40 feet, which reduced bank advertising and made the environment more hospitable to small businesses.

A study mentioned in the report found that areas with a mix of building types have more small businesses and startups. An emphasis on historic preservation consequently can support many local, small businesses. Zoning can be used to maintain the creative buildings that are key in bringing vitality to commercial districts. Another approach to historic preservation can be seen in Phoenix, which has an Adaptive Reuse Program that provides permit fast-tracking and permit-fee waivers. The program specifically targets spaces that are under 5,000 square feet. In Phoenix, the program has helped 90 entrepreneurs move into once-vacant, older spaces. The report notes the importance in not only the aesthetics of historic buildings, but the ways they lend themselves to commercial and urban industrial business types.

The report also suggests that zoning and land use codes can be used to create and maintain smaller commercial spaces. The Manhattan borough president suggested that this could be done by requiring new buildings with commercial frontage to have a certain number of commercial spaces, or to cap the square footage offered. Zoning in the Upper West Side encouraged commercial spaces as small as 250 square feet and set some restrictions on spaces over 2,000 square feet. This is also intended to limit franchises who often have large spaces, while encouraging small and local businesses. Other restrictions can be placed on the demolition of walls that combine multiple spaces into one.

Commercial diversity can be encouraged through changes to a city's zoning. In San Francisco, there is a formula business ordinance that requires businesses with more than 11 locations to apply special use permit, giving the city the opportunity to reject certain uses. This makes room for more local retailers.

Spaces for Local Business in New Developments

As redevelopment occurs in cities, it must be ensured that new development happens with small, local businesses in mind. Cities can take steps to foster mixed-use and walkable development, in addition to developing provisions that set preferences for local businesses. Specifically, some cities are requiring that ground level retail space is set aside for locally owned businesses, including some commercial condominiums.

A local business conference was held by the Austin Independent Business Alliance, and business owners were asked what the City of Austin could do to support them. One of the main ideas that came from business owners was for the city to encourage developers to set aside retail condominiums, providing opportunities for ownership for business owners, which the AIBA is now pushing for. In an East Harlem development project, the RFP asked that 50,000 out of 700,000 square feet be set aside for local businesses. Rather than occasional requests to do so, permanent policy could ensure that there are set asides for small commercial spaces, and spaces for local retailers in all new development of a certain size.

Local Businesses in Publicly Owned Buildings

Considering cities own significant real estate, this policy guides how municipalities inform the development of city owned property. The City of Seattle renovated the transit hub, King Street Station, to include prominent commercial space, which it intends to fill with local businesses. The Office of Economic Development is being thoughtful in how to structure the lease to support the development and success of the businesses.

Cities also play a role in financing development. When the City takes on this role, it can include a requirement that there be affordable, first floor retail spaces for small businesses. Lease rates could even be tiered for different business types that the City is working to promote, such as healthy and affordable grocery stores. The Community Development Project of the Urban Justice Center in New York has urged that City-owned spaces are leased at below market rate rents to businesses that serve the local community. The City of Boston's Small Business Plan set an initiative to engage underutilized properties owned by the City by leasing them to small businesses, especially those owned by women and people of color.

Businesses as Cultural Landmarks

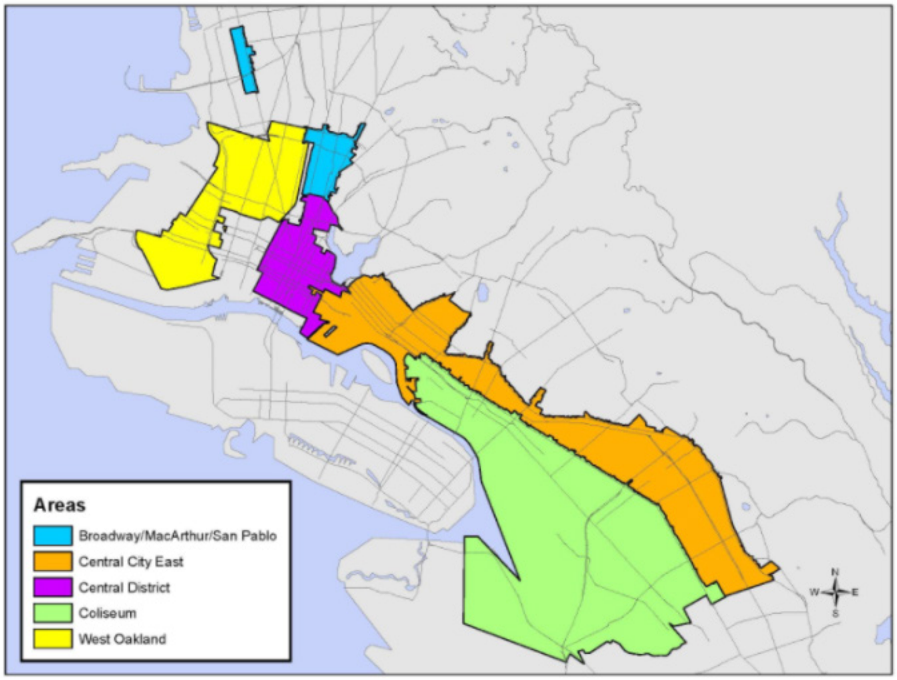
In cities throughout the country, legacy businesses have closed as a result of rising rents. San Francisco's Roxie Theater opened in 1909, but almost closed in 2015 due to rents nearly doubling. The City passed a measure to address this issue through the San Francisco Legacy Business Registry, where businesses that are 30 years or older and contribute to the identity of the City may qualify for benefits. The businesses must be nominated by the mayor or a city council member. Another part of the measure, the Legacy Business Historic Preservation Fund, provides grants to eligible businesses at $500 per employee. An additional amount of $4.50 per square foot is given to property owners who agree to ten-year leases, with the intention of encouraging longer leases. Grants will be provided to 300 businesses a year, with a total amount of $3 million. This measure was approved by San Francisco voters. It has been considered that this program may be expanded to businesses interested in buying their buildings. The goal of this measure is to protect the businesses that are a significant part of a city's identity, with similar measures present in several European cities.

The six categories of recommendations detailed in the Institute for Local Self-Reliance Report provide ideas and blueprints for programs that could be implemented in Minneapolis. WBC and the City of Minneapolis can adapt programs initiated by other cities that fit the needs of the West Broadway corridor, in addition to developing unique initiatives. Commercial affordability programs will be explored further in the recommendations section.

City of Oakland Facade and Tenant Improvement Programs

In commercial leases, tenant improvement money can sometimes be negotiated, and a landlord may provide the tenant with a set allowance to create a space that suits the needs of the tenant while also increasing the value of the building. Other landlords cannot or will not provide an allowance for tenant improvements. In these cases, the tenant may be unable to make the necessary improvements for their business. Tenant improvement programs can address this barrier, and provide the funding necessary to get a business owner in to a space that works for them.

The City of Oakland not only has a facade improvement programs, but also a tenant improvement program for for certain areas of the city. The program is targeted to specific areas in order to reduce barriers for low-income businesses and entrepreneurs of color looking to start businesses in neighborhoods with histories of disinvestment. Eligible tenant improvements include environmental remediation, demolition and shell reconstruction, HVAC (heating, ventilation, and air conditioning), electrical, and plumbing work, ADA (Americans with Disabilities Act) compliance, and other features. The applicant can be reimbursed the lesser of 50% of the cost, or $30,000 (City of Oakland California).



Eligibility Areas, City of Oakland California.

The Power of Pop-Up Retail

A pop-up model was used in Oakland, California to help businesses move in to retail spaces despite high and climbing rents. The organization, Popuphood, secured 3,000 square feet of space in an empty building. Popuphood worked with Oakland's redevelopment authority to allow five businesses to locate in the space with 6 months of free rent, which allowed businesses the opportunity for a trial run without paying rent or committing to a lease. Many of the businesses were later able to secure their own storefronts after a successful trial run.

Popuphood is now working with developers to match 'micro-entrepreneurs' with leases for anywhere from 3 months to 5 years, depending on their needs. Popuphood's founder is encouraging cities to develop a 'Popup to Permanent' initiative that assists small businesses with successful establishment (Sisson, 2016).

Commercial Rent Subsidy Programs

Several examples of commercial rent subsidy programs will be explored here. In partnership with the City of Minneapolis, the West Broadway Business and Area Coalition can provide commercial rent subsidies to qualified businesses that would be unable to secure commercial space without monthly financial assistance.

Harrison County Economic Development Corporation

Harrison County, Indiana developed a commercial rent subsidy program with the intention of supporting economic growth in the reducing commercial vacancies in the region. To qualify, the business must be located in Harrison County, meet with an Indiana Small Business Development Center advisor with an approved business plan, have a space that is ready to be used and rented, and sign a two year lease. For those who qualify, commercial rents will be reimbursed up to 50% or $1,000 a month, or a maximum of $12,000 a year in support (Commercial Rent Subsidy Program).

qualify, commercial rents will be reimbursed up to 50% or $1,000 a month, or a maximum of $12,000 a year in support.

Aurora Downtown Rent Subsidy Program for Businesses

Aurora Downtown is an organization of property owners who work with the City of Aurora (Illinois) on projects in the downtown area. A Rent Subsidy Program for Businesses was advertised for the year 2016, but it is unclear if the program is ongoing. The program is exclusively in their first year of renting downtown, and business owners are only eligible for their first year, with the intention of helping businesses with a strong start and supporting downtown development. The program provides the lesser of $6 per square foot or $6,000 in subsidy for one year. It intends to support new businesses interested in locating in downtown Aurora (2016 Rent Subsidy Program for Businesses).

A similar program exists in Windsor, Ontario, focusing on buildings that have been previously unoccupied.

Commercial Revitalization

Sutton (2010) defines commercial revitalization as inner-city investments. Commercial revitalization is also understood as a collective impact approach in which many stakeholders (such as business owners, residents, local government officials, private/public organizations, artists, schools, universities and colleges, and etc.) are integrated in planning, designing, and decision making (Loukaitous-Sideris, 2000). Public and private development is utilized as a stimulus for mobility and accessibility (ICF International, Tung, and Sasaki, n.d.). Revitalization stimulates economic growth through means of bettering the physical surroundings, attracting new stores and supporting existing businesses, and improving the reputation of the commercial area (Dunlap & Vogel, n.d.).

Currently, WBC is providing some of the support and programs that are found in commercial revitalization programs. For example, WBC runs its own West Broadway Improvement Districts (WBID), whereas the other neighborhoods with BIDs (business improvement districts) are run through the city. WBC has also helped to create spaces like Freedom Square, a place making project used for the farmer's market, which initiates local involvement and community gathering spaces (Programs and Initiatives, 2015). Lastly, WBC is comprised of board members that are considered to be stakeholders of the area, as they have an affiliation and relationship to the West Broadway community.

Many cities have implemented programs for commercial revitalization. One resource that other cities have utilized is the connection to a Local Initiatives Support Corporation (LISC), but of course not all programs utilize LISC. Many of the cities, sometimes even neighborhoods, have partnered with their LISC and city to create a Community Development Corporation (CDC), which is an organization that coordinates stakeholders to accomplish the goals of the community. The organizations do not have to go through LISC, but LISC does provide a guide and support for those interested. For example, in New Orleans, the New Orleans Redevelopment Authority was founded in 1968 to lead revitalization efforts in underinvested areas of New Orleans (History, n.d.). Today it focuses on three community needs: affordable housing, commercial revitalization, and land stewardship. Another example is that of New Kensington CDC, created in 1985 to empower neighbors and promote participator-based development. They have a multifaceted approach that focuses on economic development, real-estate development, housing services, vacant land management, neighborhood planning, and community engagement (About, n.d.).

Recommendations

The preceding sections provide important context for issues with commercial affordability that have and continue to impact West Broadway Avenue. This includes:

- The corridor's enduring history as a commercial center for marginalized groups in North Minneapolis such as the African-American and Jewish communities;
- Concerning rates of vacancy among properties and commercial spaces along West Broadway, as well as an articulation of the local ownership base driving equitable development of properties and businesses;
- Descriptions of common challenges facing businesses looking to establish and grow along West Broadway, collected from a series of interviews with West Broadway business owners, staff from the City of Minneapolis, and other neighborhood stakeholders;
- A review of case studies for combating commercial affordability being implemented in communities across the United States;
- Deep dives into two West Broadway properties with significant potential for redevelopment and reutilization, including cost breakdowns and use proposals.

In recognition of these topics, the project team makes the following recommendations for addressing commercial affordability along West Broadway in ways that aim to support businesses and residents that reflect the local character of North Minneapolis by creating cheaper rents, right-sized commercial spaces between 200 and 1,000 square feet, and increased opportunities for ownership. The first group describes recommendations that WBC can fully implement on their own or in partnership with other North Minneapolis stakeholders, or in a pilot basis before scaling up. This is followed by recommendations that will require advocacy to the City of Minneapolis or Hennepin County for full implementation.

Commercial Rent Subsidy Program

We recommend that a Commercial Rent Subsidy program is implemented for West Broadway business owners in need of rental assistance. Such a program may need to be developed in partnership with the City of Minneapolis in order to secure sufficient funds. Alternatively, WBC could implement a short term pilot program with a select number of business owners, as a way to measure the result of a commercial rent subsidy program and shore up support to expand the program in the future. For example, WBC can sponsor 2 to 4 businesses initially, as an effort to grow a commercial rent subsidy program.

An example of such a program may be that eligible business apply, and can qualify based on the business owner's income, business type, and manner in which the business serves the local community. The subsidy could provide the lesser of 50% of monthly rent, or $1,000 per month. Such a subsidy can make the difference between a business securing commercial space to start a business or fizzling out as a home-based enterprise. A subsidy program typically provides rental assistance to businesses for the first 6 months to 18 months, giving the business the opportunity to stabilize and make it through the first year.

Down Payment Assistance

WBC can play an integral role in supporting ownership along the West Broadway corridor. One possibility, which required increased funding streams for WBC, is providing down payment assistance grants. Matching grants can assist local business owners and entrepreneurs in purchasing a building or space along West Broadway. Many down payment assistance programs are targeted to homeowners, and typically provide $5,000 to $10,000 toward the down payment of a home. A similar program for residents looking to occupy commercial property can provide many community benefits including increasing neighborhood focused retailers, and increased stability through ownership for local property and business owners.

Tenant Improvement grants

Currently, West Broadway has a Facade Improvement Program, and we recommend that program is expanded to include Tenant Improvements that allow a space to be suited to the needs of an incoming business. Often, property owners will not pay, or will pay a small portion of the improvement needed for a specific business. For example, the work needed to convert a basic shell into a restaurant space, is enough to limit the development of many independent restaurants. Tenant Improvement grants can be increased through a matching program with the building owner. Considering that the building owner will benefit from the work completed, the program can match the amount that the building owner is able or willing to contribute.

Architectural/Engineering Documentation Assistance

As existing spaces are improved to meet the needs of new tenants, design documents including floor plans and property surveys are often required by the City of Minneapolis for permit or license approval. However, many business owners lack the skills required to develop these documents or even the knowledge that they are required as part of this process. WBC can assist fulfillment this requirement by connecting business owners and entrepreneurs with licensed architects, engineers, and surveyors who provide these services. Professional architectural, engineering, and surveying services often cost hundreds or even thousands of dollars depending on the scope of work for the project; WBC should also explore implementation of a grant or loan program for businesses that cannot afford these services out of pocket.

Business Mentorship Program

A recurring theme among interviewees for this project was the difficulty starting a business without prior knowledge or networking connections. To help entrepreneurs overcome these barriers, WBC should facilitate the creation of a business mentorship program. This would require identifying established business owners or managers with knowledge and experience who would be willing to volunteer to work with entrepreneurs and help address the challenges to establishing a business such as lease negotiation or supplier relation. This should be specified for particular business types as well, such as a retail clothing store or a limited-service restaurant. Though some organizations like NEON do incorporate mentorship into their services, the WBC could provide connections across organizations and tie into a broader network of successful businesses.

Cooperative Ownership Support

WBC can take on a larger role in facilitating cooperative ownership of a building or buildings along West Broadway. If a group of business owners are interested in purchasing space collectively, WBC, independently or in partnership with other organizations can provide education and support in this process. Cooperative ownership is believed to have many benefits, including wealth creation, community autonomy, and local power in decision making.

At the city level, one recommendation included in the Institute for Local Self-Reliance is that cities can provide educational and financial resources. Financial resources may include a tax credit for those investing in local and cooperative ownership of commercial buildings. The City of Minneapolis can implement such a program, which could assist North Minneapolis residents in entering into collective ownership of West Broadway commercial spaces.

Establish a Community Development Corporation (CDC)

Establish a Community Development Corporation (CDC) in the area. CDCs have been used to support revitalization goals through economic and community development (Loukaitous-Sideris, 2000). The Local Initiative Support Corporation (LISC) is a nation-wide organization that supports "…projects to revitalize communities and bring greater economic opportunity to resident" (LISC, n.d). Minnesota has a local LISC office (LISC Twin Cities) that assists local initiatives with supports like capital and strategy (About Us, n.d.). A recommendation for creating successful CDCs by the Commercial Revitalization Planning Guide, LISC is to use an existing organization as the CDC rather than to create a new organization (Jacobus and Hickey, n.d.). They acknowledged that with newly established CDCs, the time is divided between the revitalization work and administrative necessity, like establishing the organization and staff. In addition, Jacobus and Hickey (n.d.) shared five characteristics of a general CDC in their role and interaction with the community: first, they should be a tax-exempt 501 (c) 3 in order to receive grants; second, their mission and work are focused on community development; third, a capacity to work with many stakeholders by organizing and supporting collaborations; fourth, has experience in fundraising and managing grants, and lastly, has a positive reciprocal relationship with stakeholder and leaders.

As a CDC the organization's main role is to be a catalyst for the different stakeholders, and as a catalyst it has the opportunity to create the platform for a common vision with the community. The vision for the CDC will have to include a common understanding of the issues identified and the action steps necessary to improve the situation (Kania, Hanleybrown, Juster, n.d.). As it works to improve the economic opportunity for the community, it will also need to incorporate aspects of community development. The focus of the community development should increase opportunities that benefits the people of West Broadway. Greater opportunities may consist of but is not limited to, education efforts, affordable child care opportunity, health benefits, and housing opportunities.

A West Broadway CDC can help unify the different revitalization efforts throughout the community and establish an organization focused on working with the community. Currently, WBC offers corridor marketing, facade improvements match grants, business assistance, and the West Broadway Improvement District. The City of Minneapolis also offers business support with technical assistance and small business startup assistance, and NEON is soon to be a Community Development Financial Institution (CDFI). The CDC will need to consider an initiative to create a community brand or symbol to represent the community. To highlight the strength, diversity, and possibilities that the West Broadway Avenue community is. It will also be important that the CDC understand the different programs and resources within and surrounding the community. Therefore it can identify overlapping programs and processes and determine the most feasible actions necessary for quality and efficient services The CDC should focus efforts on strategies to promote and advertise the avenue and its opportunities to the community itself and to other commercial corridors.

It is important to consider challenges and alternative processes and outcomes that may influence a CDC. For example, the entity that chooses to become a CDC, will have to consider shifting their Mission from doing and providing direct programs to organizing or planning for strategies. Dunlap et al., (n.d.) identified from combining many Corridors of Retail Excellence (CORE) program's best practices some thresholds for others interested in a revitalization program to consider. The threshold is to be aware of is to consider the minimum density of the targeted corridor, accessibility to car and public transit, safety of residents and market, existing retail, and capacity of staff and community.

Incentivizing Affordability and Opportunity

Small Spaces:

Many available commercial spaces are over 1,000 SF, which poses challenges for new businesses in search of small, affordable commercial space. Many entrepreneurs are in need of smaller spaces ranging from 200 to 800 SF. Along West Broadway and other corridors looking to increase the quantity of small commercial spaces, the City can incentivize developers to build small commercial spaces, subdivide existing spaces, through tax credits.

Below Market Rate Rents:

A possibility that may contribute to more affordable rents along West Broadway is to develop a property tax adjustment that ties property taxes to the income of a the building owner. For building owners who are below a certain threshold, this should then result in the passing of saving on to tenants. Such incentives would need to executed at the City and/or county levels.

Commercial Condominiums:

Another recommendation is to increase the development and conversion of commercial condominiums. As an incentive, building owners can be provided reduced fees or fee waivers for the logistical process involving permitting and regulation, in addition to permit fast tracking. As discussed in the case studies, commercial condominiums can make ownership more affordable, as it allows the business owner to purchase a suite in a building, rather than the entire building. It provides the opportunity to have ownership over, for example, 800 SF of space, making it financially feasible. Affordable ownership can also provide business owners protection from rising rents.

While the City of Minneapolis would need to implement such changes, WBC and other organizations working along West Broadway can work with CM Ellison to promote such programs at the city level.

RFP Process

Given that the City owns nearly 21% of properties along West Broadway, the process by which the City offers up properties for revitalization will continue to play a significant role in the future development of the avenue. Staff within CPED and the City have been working on making the he Request for Proposal (RFP) process more accessible for local organizations, small developers, and neighborhood groups. Still, WBC could work with local parties interested in submitting an RFP to help fill gaps in experience and access. WBC could also connect community organizations with experienced developers, helping form partnership that would be prepared to navigate the RFP process and successfully complete a redevelopment project. There will also be room for WBC to work with CPED and the City on continuing to ensure the RFP process supports community needs and desires, perhaps so that either:

- Reasonable bids by locally-oriented businesses/organizations are given preference over outside bids that might have more money/experience
- Or, WBC/some neighborhood organization is given formalized input in bid selection process
-

Promote Proactive Action with regards to Abandoned Properties

Given that the City of Minneapolis has laid the groundwork for dealing with abandoned, nuisance, and under-utilized properties, a significant portion of the work to be done to address nuisances along West Broadway comes down to rigorous enforcement of these protocols. WBC should work with the City (and Hennepin County and the state, if necessary) to ensure that regulations regarding what constitutes an “abandoned” or "nuisance" property are clear and proactive, with measures to enable abatement processes to activate before a property has severely impacted the surrounding community. We suggest referencing sections 4 and 5 of the New Jersey Abandoned Property Rehabilitation Act, which defines abandoned buildings in such a manner that includes cases where "The dilapidated appearance or other condition of the property materially affects the welfare, including the economic welfare, of the residents of the area in close proximity to the property…" (N.J.S.A. 55:19-81 and 82). The rigorous application of these standards will require that the city takes immediate action with regards to properties declared abandoned, either by finding ways to incentivize owners to return their buildings to productive use or by taking control of the properties in order to pursue rehabilitation or demolition as necessary.

The WBC should explore the possibility that they might serve as a partner in the process of dealing with abandoned properties, perhaps through monitoring problem properties or even through taking on a receivership role with properties that have been taken over by the City.

Amend and Expand the West Broadway Overlay Zoning District

West Broadway is one of only a few commercial corridors in Minneapolis with its own designated overlay zoning district. Created as a result of the 2009 West Broadway Rezoning Study, the West Broadway overlay zoning district effectively mandates several beneficial design standards for new development within the district including:

- Prohibition of new automobile service and transportation uses;
- Limitation of new drive-through facilities and fast food establishments;
- Minimum floor-area ratio of 1.0 and minimum height of two stories;
- Maximum front setback of eight feet;
- Facade window minimum of 40% for front-facing walls;
- Prohibition of pole signs and some back-lighted sign fixtures.

Similar requirements are mandated by the Pedestrian Oriented overlay zoning district covering other properties along West Broadway. However, opportunities exist for further amendments that could improve the coverage and effectiveness of the overlay district in promoting affordable commercial spaces.

For example, some primary zoning districts prohibit commercial spaces larger than 5,000 square feet or provide zoning bonuses for compliance with particular standards regarding the location of surface parking on a property (City of Minneapolis Zoning Code 548.240(1)). Similar standards and incentives should be developed and incorporated into the West Broadway overlay district reflecting the needs of local business owners along the corridor, specifically for the creation of commercial spaces 1,000 square feet and smaller. This must be paired with a general expansion of the West Broadway overlay district to all commercial properties along the corridor, including the replacement of the Pedestrian Oriented overlay district where necessary.

Implementing these changes will require WBC to work with CPED staff as well as elected officials to ensure that final amendments accurately reflect the needs of North Minneapolis businesses and have sufficient political capital required for adoption by City Council.

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Appendices

Appendix A: Development Opportunities

West Broadway Business and Area Coalition can take on the role of facilitating development along the West Broadway corridor in order to ensure Northside entrepreneurs are supported in accessing affordable and the interests of residents are prioritized. By playing a role in development, WBC can work to fill the gaps in commercial space and services (small, affordable spaces, restaurants) by shaping the development of commercial spaces to meet the needs of business owners and the community.

According to research conducted by LISC, there is significant leakage of commercial spending in several categories including food service, alcohol, and retail clothing and accessories. From what we have gathered from conversations with those who work in the community, there is a desire to see more options in these categories (West Broadway Coalition Demographics and Economic Data). In facilitating development, WBC can better invest in and help to ensure that Northside business owners of color can secure commercial spaces to house businesses that cater to the needs and wishes of residents in North Minneapolis, rather than leaving the future of West Broadway up to larger market forces.

Policy Link's Equitable Development Toolkit includes a section on commercial stabilizing strategies. The community stabilization model works to support privately-owned businesses that benefit members of the community, values business growth as a strategy for building community rather than for growth itself, emphasizes existing community assets, and recognizes that some businesses are positive communities assets, and others are harmful, causing gentrification.

While this toolkit is from 2002, it offers insight on how to facilitate development and prioritize the community without ushering gentrification and displacement. It suggests that thoughtful and community led investment in lower income communities may help to prevent gentrification that is initiated by external forces. Investment by and for the community can reduce the number of vacant and underutilized spaces, which often play a key role in outside investment. Thoughtful redevelopment helps to maintain community control, while reducing vacant spaces that are often opportunities for external investors and developers. The toolkit notes the significance of choosing commercial tenants. It asserts that what separates a process of stabilization from gentrification is who moves in to commercial spaces. This framework is referred to as community-oriented asset management.

The benefits of having a Community Development Corporation (CDC) are noted. In neighborhoods where buildings have been neglected over time, it is important to have an entity that manages continued reinvestment. A CDC can play the role of managing and developing real estate with a focus on the local community. A CDC could also guide real estate acquisition projects initiated by the community, offering technical and financial assistance to residents. For greater community control, the West Broadway Business and Area Coalition can also facilitate fundraising campaigns with the goal of achieving community ownership of key properties along the corridor (Equitable Development Toolkit, 2002).

By guiding, or purchasing real estate directly, WBC can position itself to invest in the people of North Minneapolis, in addition to the physical corridor. Such investment by a community entity can help the community to shape the future of their corridor, ensuring a positive sense of place and meaning for residents who work and spend time on West Broadway.

Funding Projects

If a private developer purchased one or both of the building, private equity and conventional loads would be the main sources funding the project. However, alternative possibilities include cooperative ownership initiated by local residents, or a capital campaign/crowdfunding effort led by WBC to secure local ownership and control over West Broadway commercial properties.

2126 West Broadway

Zoning

The C1 district provides for a convenient shopping environment of small scale retail sales and commercial services that are compatible with adjacent residential uses. In addition to commercial uses, residential uses, institutional and public uses, parking facilities, limited production and processing and public services and utilities are allowed. Most development occurs at no more than 2.5 stories.

The Space

This property is located near the corner of Penn Avenue and West Broadway. According to the LoopNet Listing, this property was used as a dentist's office for over 40 years. The space is 3,000 SF, with 1,500 of that on the main floor, with the remaining square footage in the basement. The building has the potential for West Broadway retail frontage. This section of West Broadway sees about 10,000 vehicles per day, providing opportunities for retail exposure. The building features a new roof, HVAC, finished basement, and parking for four or more vehicles behind the building (LoopNet, 2018).

The property is built out as a dentist office and, according to the floor plans, has seven rooms of various sizes that could be maintained or joined to create a more open floor plan. If maintained, the space could be utilized by seven retailers, which would also minimize construction costs. In this scenario, work would still need to be done to clean up materials and furniture that remain from the dentist office. Maintaining the general build-out would allow for several retailers to occupy small, affordable spaces. The basement could be used as rentable storage space for retailers.

The attached proforma explores the possibility of transforming the space into a multi-tenant retail space. The purpose of the pro forma is to have a system that will produce key metrics by populating key information. It is built so that information is pulled from the Sources and Uses and Spaces tabs. Information is populated in the remaining tabs, meaning changes should primarily be made to the first two tabs, rather than writing over formula in the subsequent tabs. For example, if the interest rate needs to be changed, it can be adjusted in the General Information box of Sources and Uses, which affects the Amortization chart. Some of the key points will be explained in greater detail here.

The 'Spaces' tab includes information on rent, common area maintenance (CAM), and real estate taxes. In commercial real estate, CAM and taxes are generally passed on to the tenants, and rent prices are set per square foot, per year. In the current model, rent is set at $17/SF, which is on the higher end for the corridor, but makes the project feasible and maintains affordability with the micro-suites. If there are savings in construction, this would decrease the debt service and allow rents to be set at a lower rate. Basement storage space is set at $12/SF. For the purpose of the model, CAM expenses were set at $4.00/SF and real estate taxes were added on based on the share of the building, for a total of $5.60/SF.

Purchase Price: Listed price of $225,000. Considering that it has been on the market for less, it may be possible to offer a slightly lower price.

Construction: Work will be necessary to remove equipment, clean up chemicals, and address any other needs to the property. Exact scope cannot be determined at this time. The current amount in the spreadsheet is $100,000. This is an assumption based on the scope of the project.

Loan: In the estimation, the loan amount is for 60% of the total, or $240,600 in this model. This is an assumption and can vary depending on the lender and the finances of the purchaser.

Grant: Grant funding can be included to reduce the amount of equity needed for the project. For this project, it is assumed that there is no grant or City funding involved, though that can be adjusted.

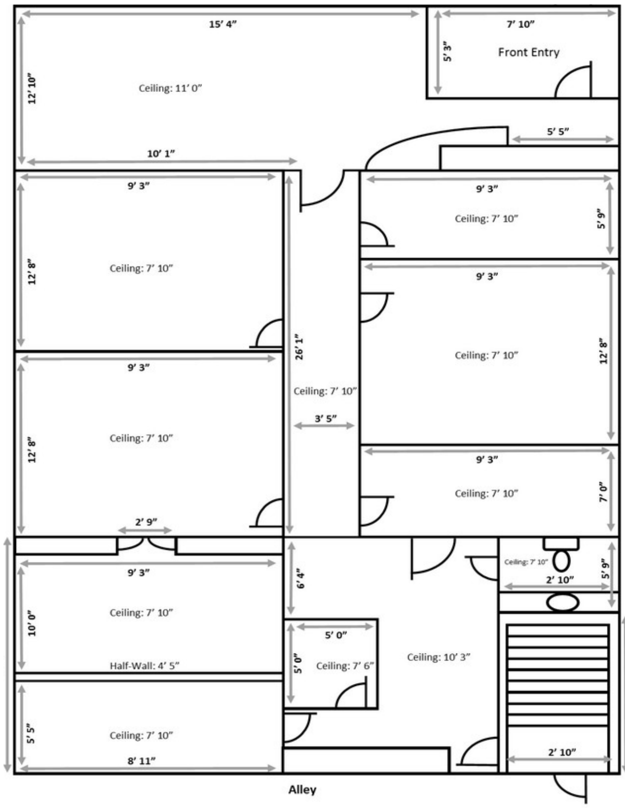
Net Operating Income: Operating income after operating expenses, but before factoring in structural reserves, commissions, and other costs related to securing tenants, financing costs, and taxes.

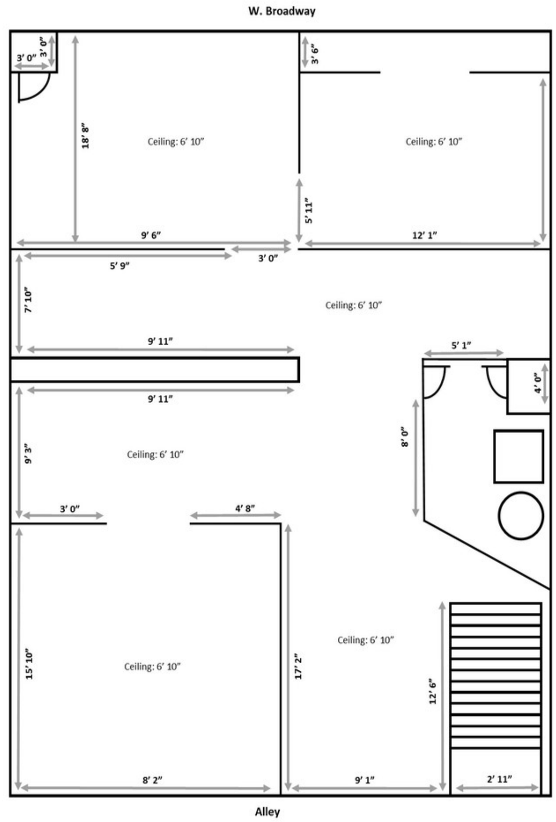
Return on Investment (ROI):Ratio between net profit and cost of investment.

Debt Coverage Ratio: Measure of cash flow available to pay debts.

Cash on Cash Return: Rate of annual cash flow to total cash invested.

LoopNet, 2018.





1501 West Broadway

Zoning

The zoning here is currently OR2 High Density Office Residential. This includes neighborhood serving retail sales and services such as restaurants (with limited entertainment and without alcohol) as permitted uses.

The Space

The 1501 West Broadway building is located at the corner of West Broadway and North Irving Avenue. Currently, there are no other retailers or restaurants on the block, with the closest food establishments being Mr. BBQ Express, Popeyes, and Breaking Bread (Edina Realty, 2018).

One suite in this building is currently occupied by Lao Senior Health. According to Google and Facebook, Northway Community Trust also occupies a suite at 1501 West Broadway, though we were unable to confirm if this is accurate. The owner's business previously occupied the other suite, though this business, Randy Lane and Sons Plumbing, is now closed and the building, which has at least one tenant, is being sold. This model operates under the assumption that Lao Senior Health will remain a tenant, and the new owner will develop or fill the vacant space only. Real estate brokers did not respond to request floor plans, so this model will provide estimates for building out a restaurant space in the available space, with the assumption that it is around 1,800 SF based on a Google Maps measurement. In addition to the current tenant(s) being able to maintain their space, it will also make the development of the restaurant space less risky.

While in this assumption only one space is being developed, the pro forma includes rental income for all spaces considering that the new owner would own the entire building. The space that was formerly Randy Lane & Sons Plumbing is the only two-story section of the building, though it is unclear if the second story is/was offices or residential. In the pro forma, it is assumed that it is office space, and it, along with Lao Senior Health and (possibly) Northway Community Trust, have rents of $12/SF. For the restaurant, rent is $16/SF considering the recent renovation. Still, this is below market rate for restaurant space. Like the 2126 West Broadway model, CAM is $4.00/SF and real estate taxes are divided between tenants based on square footage, for a total of $6.50/SF. Rents can be increased or decreased in the 'Spaces' tab, and indicators, including NOI, cash flow, and debt coverage ratio, will change accordingly.

List Price: The list price for this building is $599,000. It is possible that an offer under this price would be accepted. If so, the pro forma can be changed accordingly.

Construction: There is $250,000 budgeted for the physical rehab of the space, which is around $140/SF. There is an additional $50,000 budgeted for tenant improvements.

Loan: It is assumed that the loan will be 60% of the total cost, or $570,000. The means that the remaining $380,000 needs to be equity. Rather than having one person or entity own this building, the equity amount can be raised collectively in order to achieve cooperative ownership of a multi-tenant building along West Broadway.

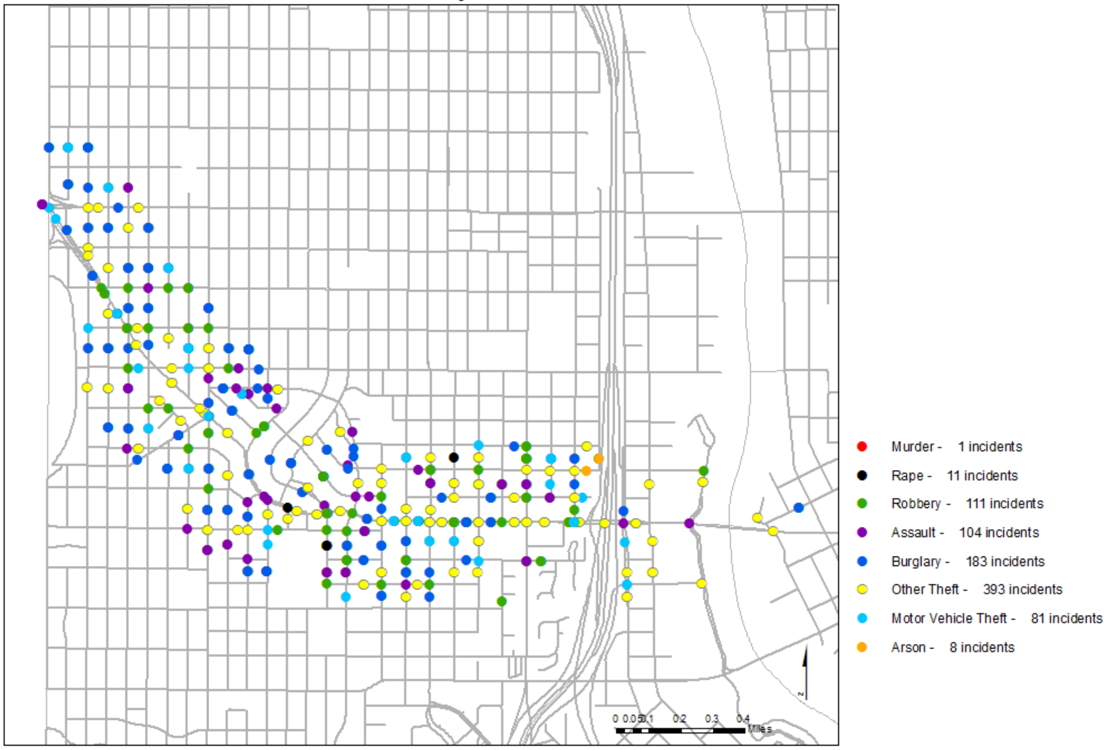
Edina Realty, 2018.

Appendix B: Crime - Perception and Reality

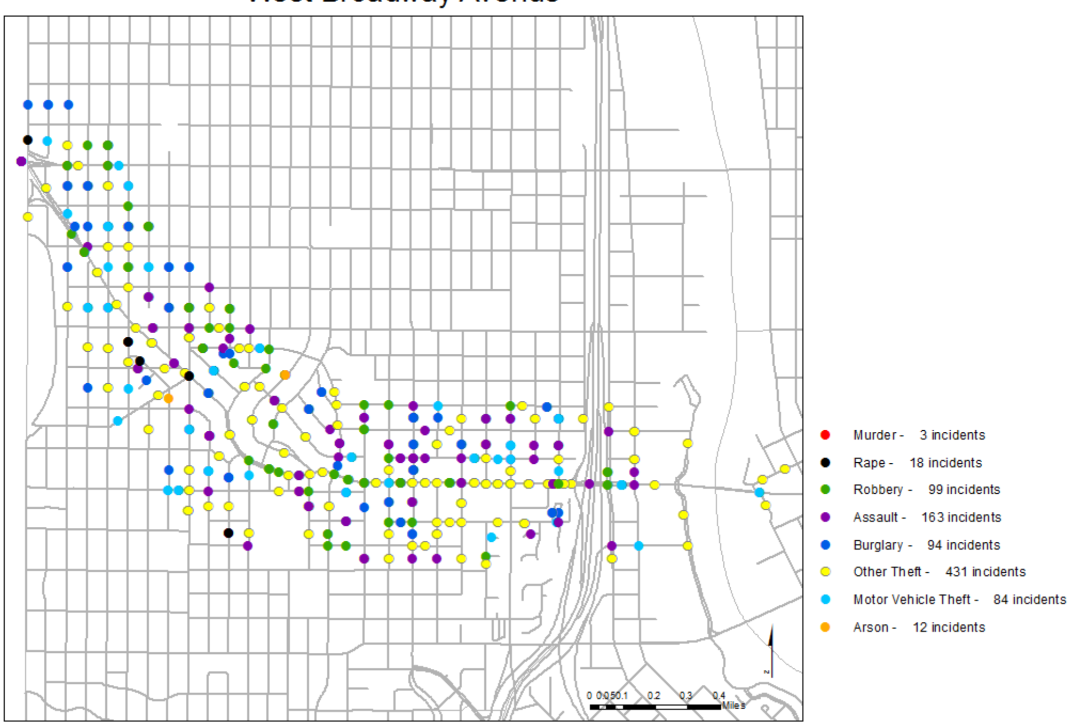
Many of the individuals interviewed for this report indicated that West Broadway is negatively impacted by the generally accepted idea that the area is dangerous. We believe that this reputation for crime and danger has roots in racist and classist prejudices, but exploring the cause was beyond the scope of this project. We did, however, want to better understand whether the “crime and safety” issue West Broadway faces was a matter of perception or reality. We identified four commercial corridors that are generally accepted to be comparable in some way to West Broadway Avenue: Central Avenue in Northeast, Franklin Avenue, Hennepin Avenue through the Uptown area, and the Nicollet Mall area of Downtown. Then, we compared police incidents reported within a 0.25 mile buffer of the central road of each corridor for the years 2010 and 2017. Data for this analysis was drawn from City of Minneapolis Minneapolis Open Data portal “Police Incidents” reports.

This analysis serves as a very rudimentary examination of the idea that West Broadway Avenue is unusually affected by crime and safety issues. A more robust analysis would be necessary to draw any concrete conclusions. Still, based on comparing the number of reported police incidents in 2010 and 2017, we believe that West Broadway Avenue’s reputation for crime and danger is more a matter of perception than reality. This analysis indicates that there is little difference in either the number of reported crimes or the type of crimes reported in each of these five commercial corridors. In fact, West Broadway Avenue saw the second lowest growth rate for the number of police reports between 2010 and 2017; Central Avenue saw a 10% reduction, while West Broadway Avenue saw only a 1.3% increase.

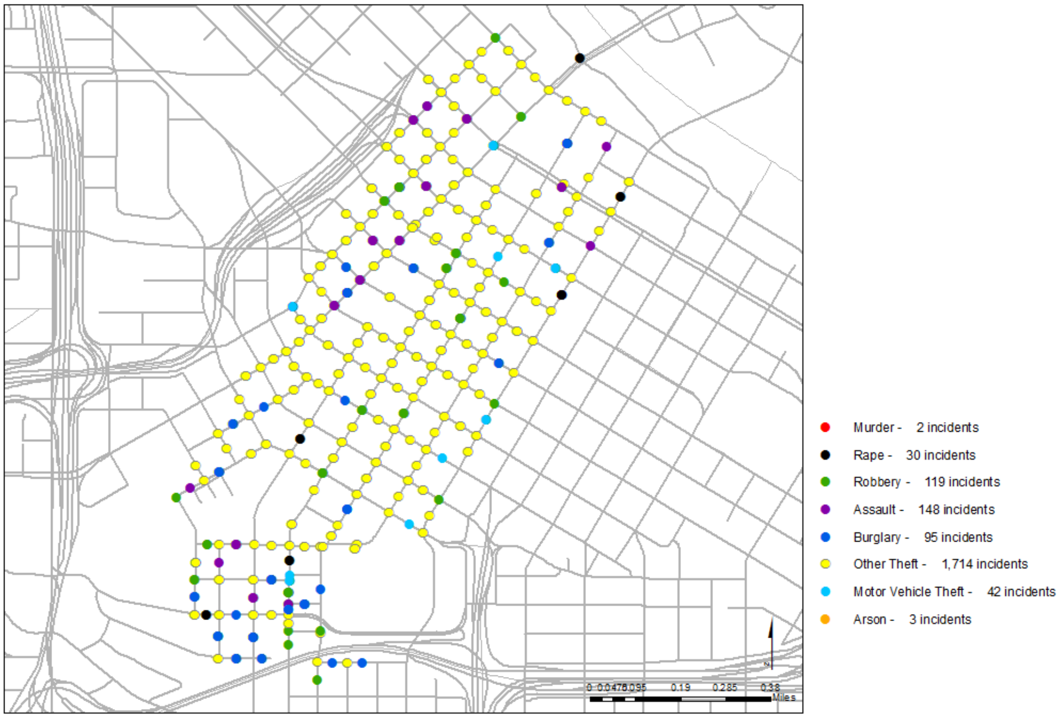
Police Incidents on Commercial Corridors - 2010
West Broadway Avenue



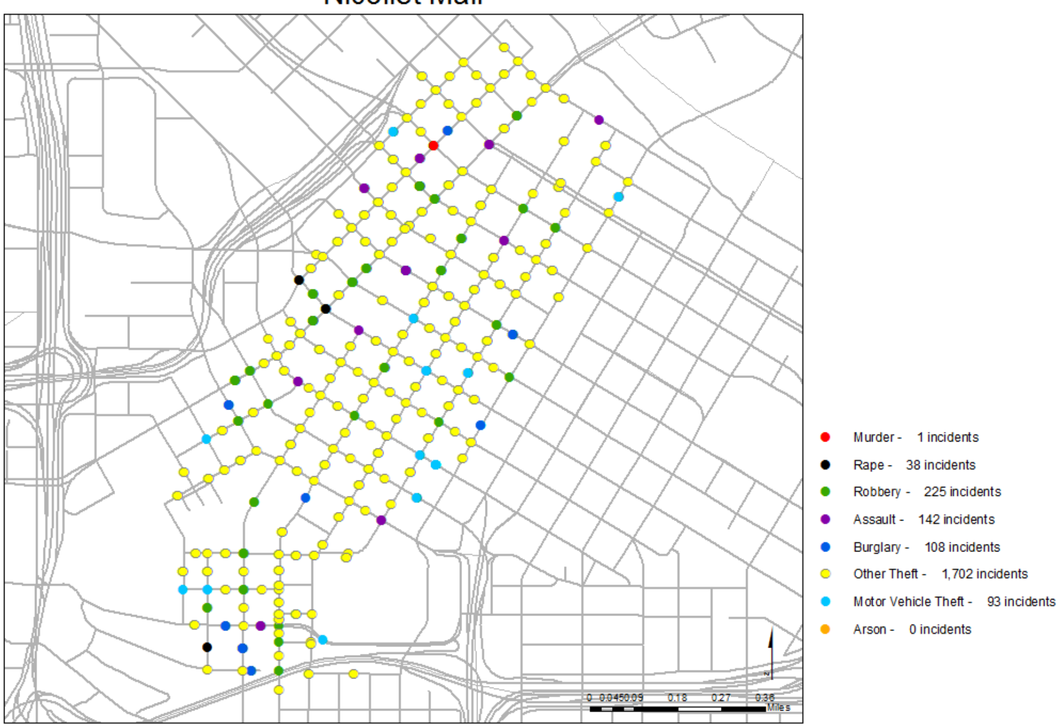
Police Incidents on Commercial Corridors - 2017
West Broadway Avenue



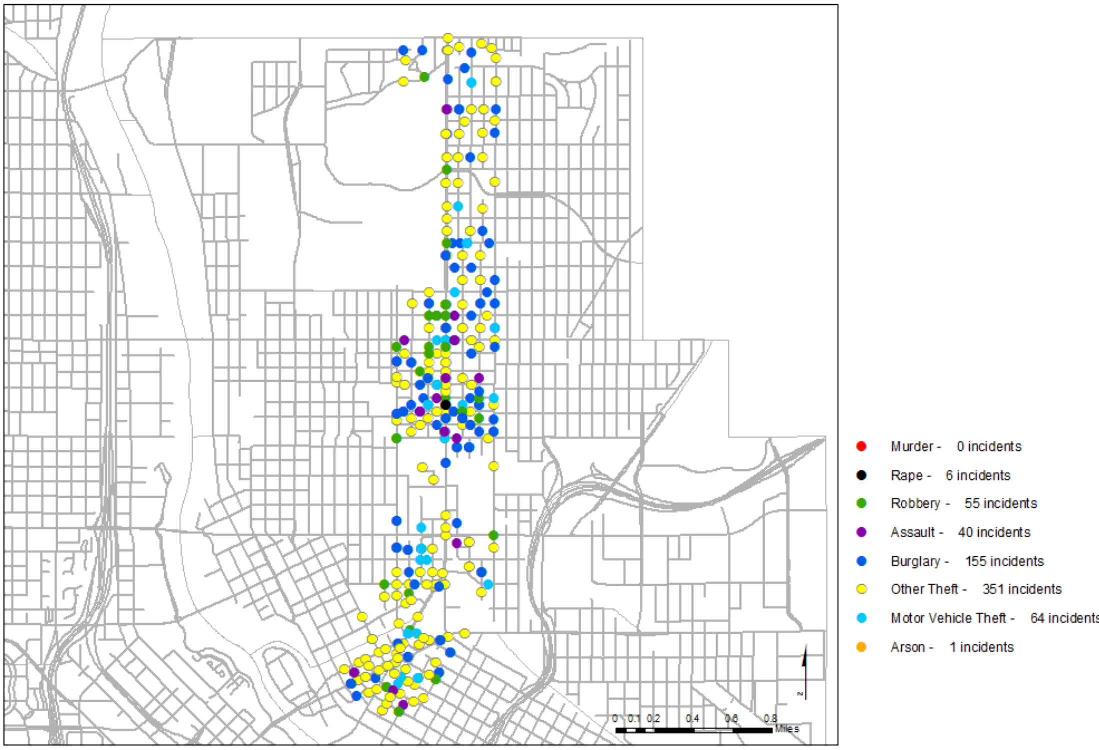
Police Incidents on Commercial Corridors - 2010
Nicollet Mall



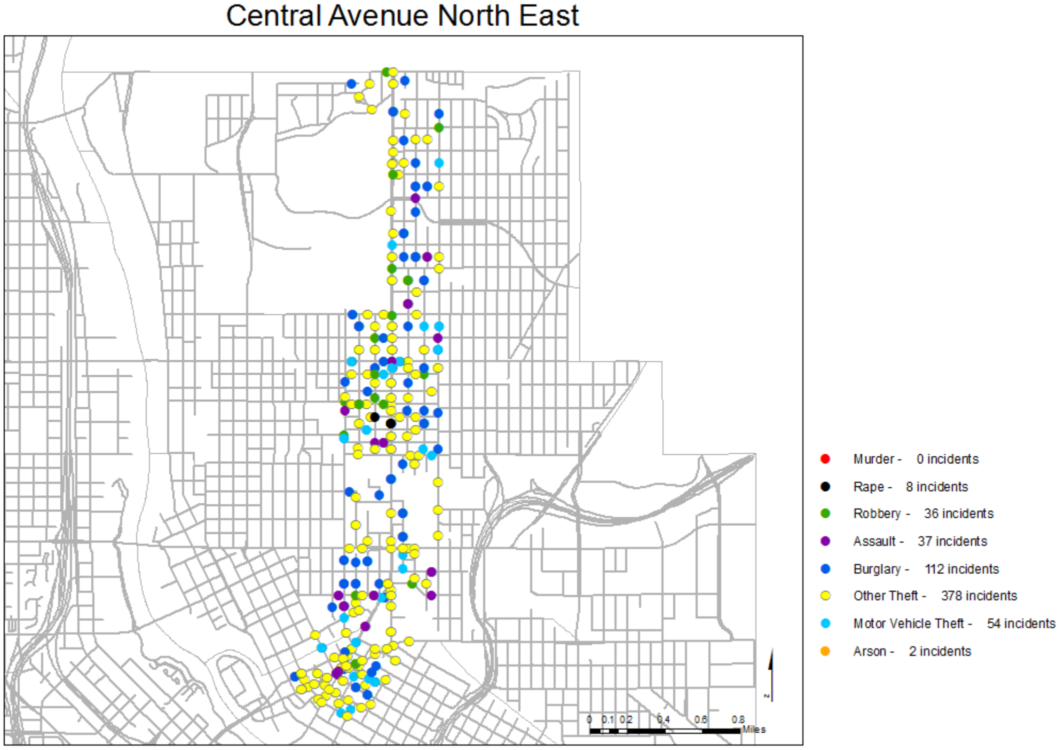
Police Incidents on Commercial Corridors - 2017
Nicollet Mall



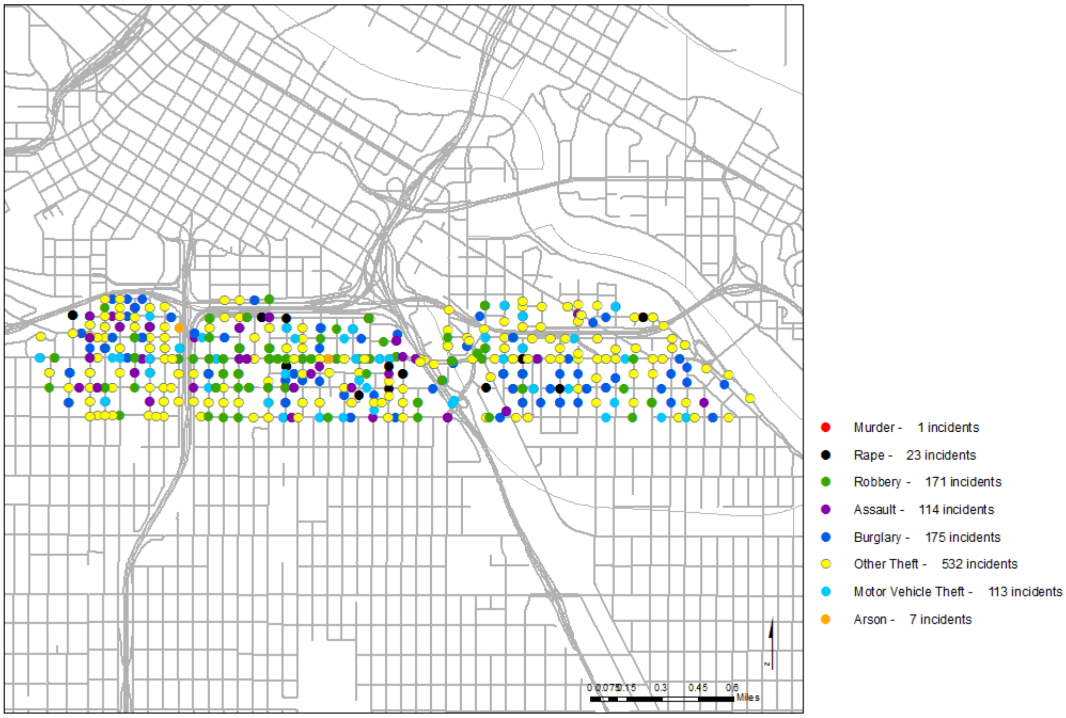
Police Incidents on Commercial Corridors - 2010
Central Avenue North East



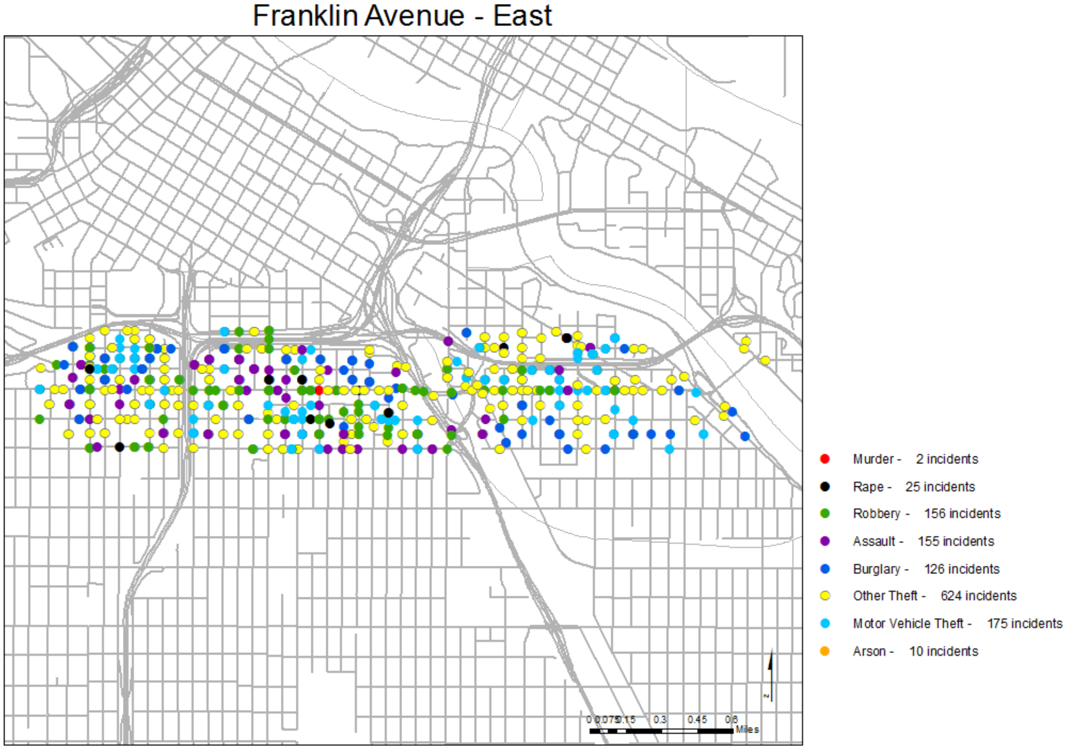
Police Incidents on Commercial Corridors - 2017
Central Avenue North East



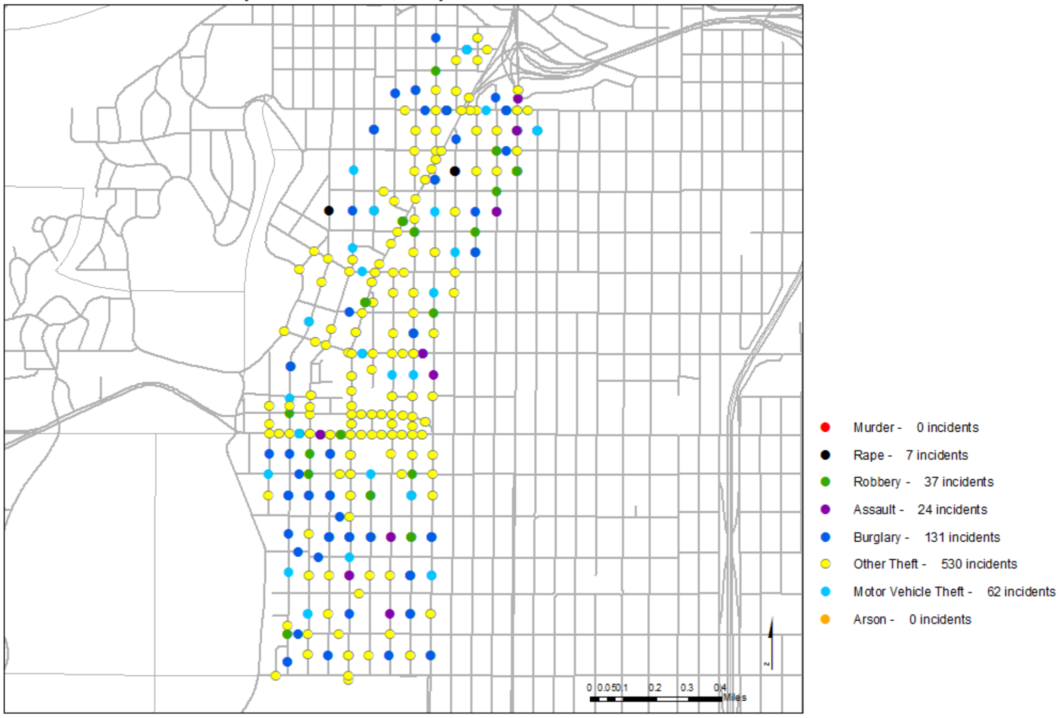
Police Incidents on Commercial Corridors - 2010
Franklin Avenue - East



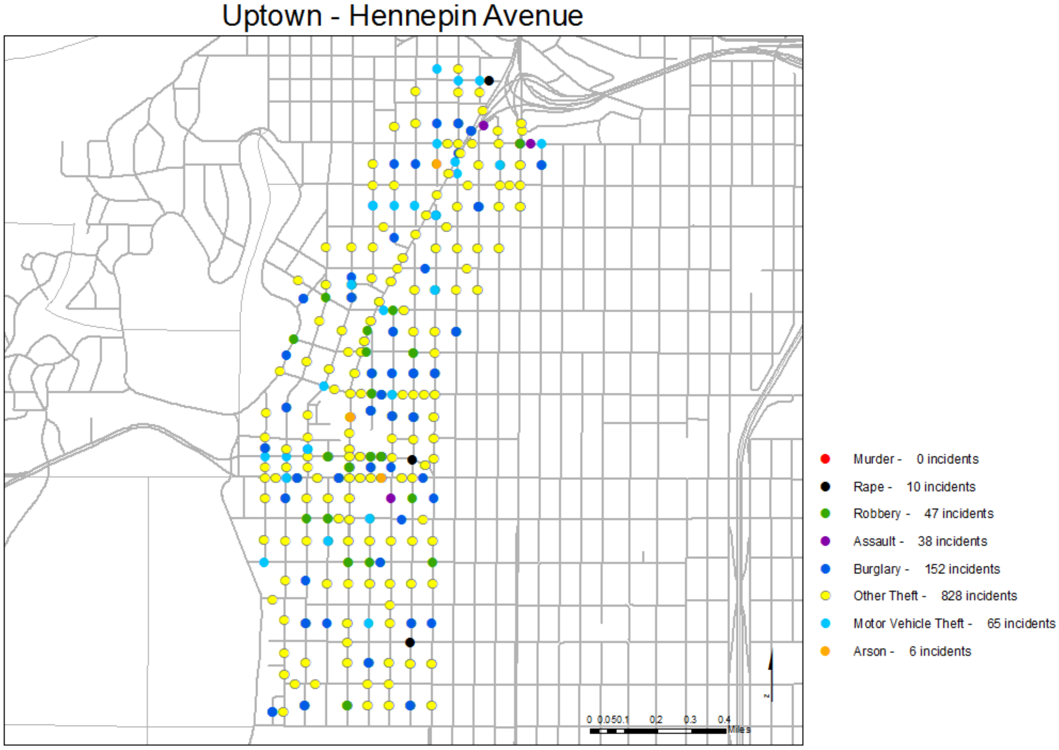
Police Incidents on Commercial Corridors - 2017
Franklin Avenue - East



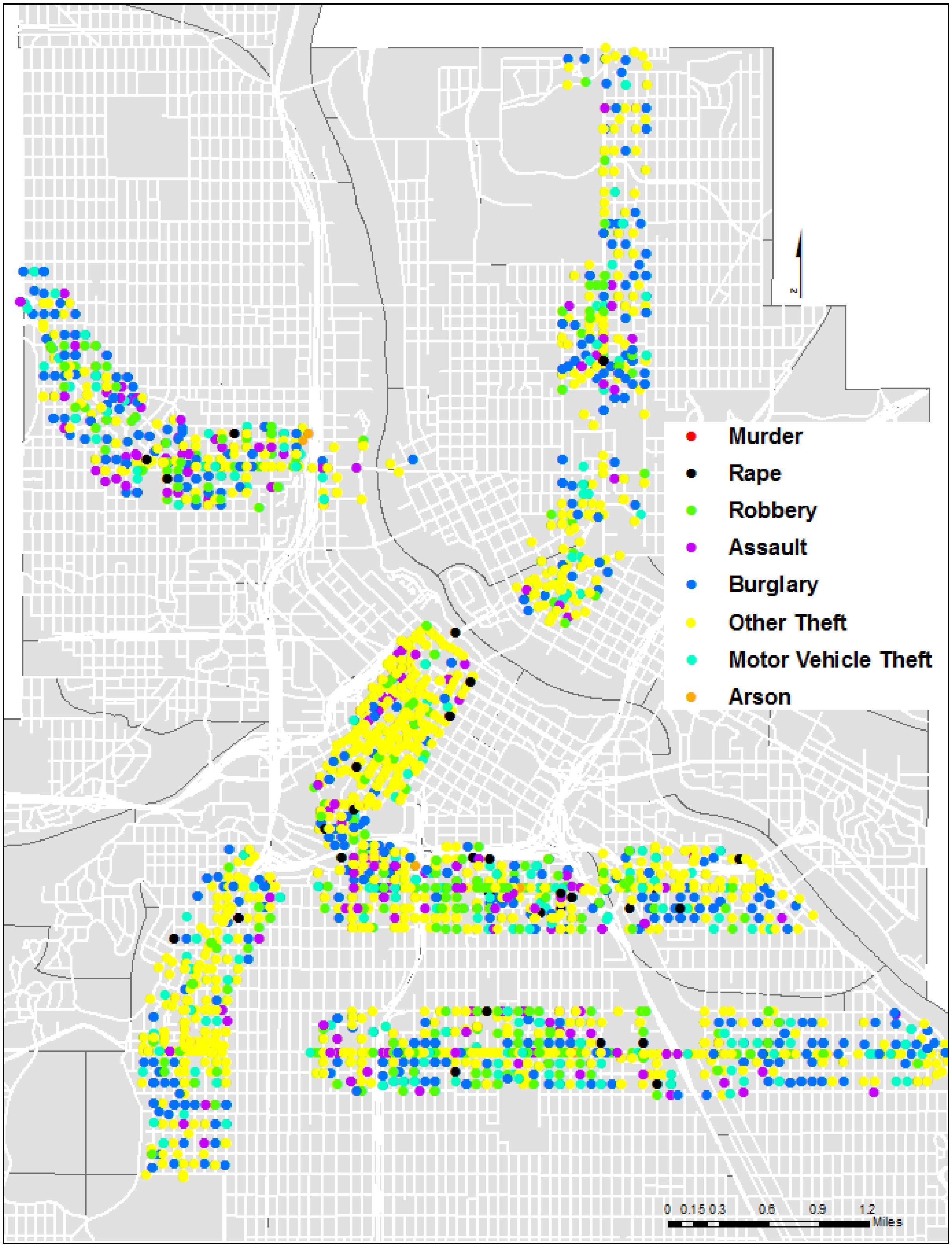
Police Incidents on Commercial Corridors - 2010
Uptown - Hennepin Avenue



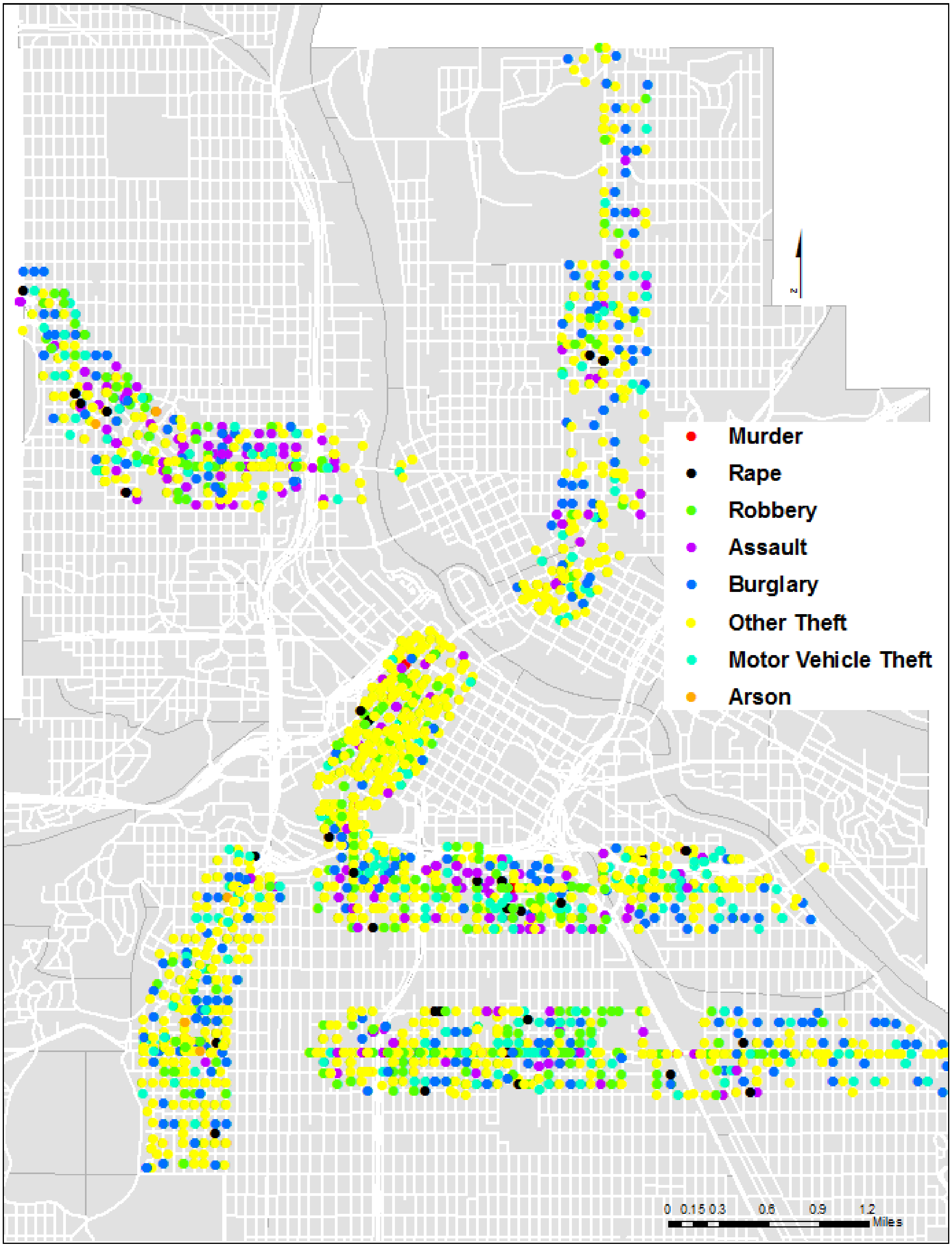
Police Incidents on Commercial Corridors - 2017
Uptown - Hennepin Avenue



Police Incidents on Commercial Corridors - 2010



Police Incidents on Commercial Corridors - 2017



Appendix C: GIS Data Sources

Layer	Publisher	Date Published/ Updated	Date Accessed
City Boundary	Hennepin County	3/21/18	3/29/18
Street Centerlines	Hennepin County	3/21/18	3/29/18
Water	City of Minneapolis	1/5/18	3/29/18
Parks	City of Minneapolis	1/5/18	3/29/18
Parcels	Hennepin County	3/21/18	3/29/18
Primary Zoning Districts	City of Minneapolis	3/27/18	3/29/18
West Broadway Overlay Zoning District	City of Minneapolis	1/5/18	3/29/18
Pedestrian Oriented Overlay Zoning District	City of Minneapolis	1/5/18	3/29/18
Transitional Parking Overlay Zoning District	City of Minneapolis	1/5/18	3/29/18
Industrial Living Overlay Zoning District	City of Minneapolis	1/5/18	3/29/18